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ABSTRACT

Since 1962, when the state legislature authorized the establishment of community colleges and committed the state to share in their support, 16 community colleges and 67,166 students have been added to the higher education system in New Jersey. This report documents the development of the community colleges from 1955 to 1972 in the context of the history of higher education in that state. It also reviews: (1) the state legislation authorizing the establishment of community colleges; (2) the success of community colleges in fulfilling their goals (providing accessibility to higher education, offering a diversity of programs, and responding to local, state, and national needs); (3) the capital and operating costs and methods of finance; and (4) current issues and plans for the future. Charts and tables give data regarding enrollment, tuition compared to that of other states, family income distributions, student ACT scores compared with those of a national community college sample, the number of students who have transferred to four-year institutions, and the number of associate degrees conferred. (DC)

New Jersey

Community Colleges

The First Ten Years | 1963-1973

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

A Report of the New Jersey Council of County (Community) Colleges to the State Legislature

ED105945

State of New Jersey

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February 1975

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Roles and Missions of New Jersey's Community Colleges

The community colleges of New Jersey have the following major missions:

1. To be the open door to higher education in New Jersey, with a particular obligation to people who are uncertain about their educational interests or abilities and want to explore a variety of occupational and academic programs. In public higher education this mission shall be reserved for the county community colleges. To carry it out, the colleges must have a sufficient mix of occupational and liberal arts programs and must offer students a broad array of counseling and tutorial services. This will assist people of all ages in broadening their skills and in raising the level of their aspirations and accomplishments as far as their abilities and interests will take them.
2. To provide academic programs equivalent to the first two years of the baccalaureate. In order for these programs to be completely transferable, the two-year and four-year colleges should cooperatively implement the transfer principles stated in Chapter Two of Phase II of the Master Plan.
3. To take the lead in providing post-high-school occupational and vocational programs of shorter duration than baccalaureate programs. In carrying out this mission, they should solicit the cooperation of the vocational technical institutes and other post-secondary institutions to create an integrated statewide system of occupational education within the policy guidance provided by the Educational Coordinating Council.
4. To provide the majority of the state system's part-time undergraduate and general interest education programs.
5. To continue their major role of serving their communities. Their various academic programs are expected to be closely related to the needs of the local community; in addition, they should enrich the communities' cultural life through short courses, special programs, and a variety of formal and informal educational offerings. In this effort, they should give particular attention to programs for minority groups and residents of inner cities, to programs for older adults, and to programs that help resolve diverse and complex community problems.
6. In general, in the public system the associate degree should be limited to the community colleges except in specialized programmatic areas where there are compelling reasons to the contrary. In this way, excessive duplication of programs and facilities will be avoided.

From *A Master Plan for Higher Education in the State of New Jersey*, Phase II, 1974, page 40.

Chapter 1
Introduction

In a state where reports on educational development have traditionally not reflected great leaps forward, the opportunity to report on the first decade of the development of community colleges is a welcome one. The growth of these institutions has been rapid and spectacular. Sixteen two-year community colleges and 67,166 students have been added to the New Jersey higher education community since 1962, when the state legislature authorized the establishment of county colleges and committed the state to share in their financial support. This legislation capped the long-standing planning efforts of local freeholders, county superintendents and an active citizenry, made insightful arrangements for sustaining a statewide system of community colleges, and set the stage for unprecedented growth in higher education in New Jersey.

The Council of County Colleges is pleased in this report to share with state and county legislators and New Jersey citizens the documentation of the expansion of county community colleges, to discuss the colleges' impact on the system of higher education and on our state society as a whole, and to outline the major current concerns for future development of these institutions.

A decade ago New Jersey was facing a critical shortage of college spaces for its own citizens. Not only was the post-war baby boom population reaching college age, increasing the number of traditionally college-bound students, but entirely new types of people were showing an increasing desire for higher education. These trends were in evidence nationally, but were compounded for New Jersey by a growing pressure to reverse the state's historical practice of "exporting" its students out of state for their college educations. The establishment of the community college system in New Jersey was a significant step in closing the gap between demand and opportunities for higher education. The full-time undergraduate enrollment in New Jersey has more than doubled since 1965, and community colleges enroll 32% of these students (see Table 1 on the following page).

Community colleges have also inaugurated a broader concept of higher education. They provide college-level study in a variety of new programs, including technical and occupational areas, thereby attracting a wide spectrum of students with diverse career and academic goals.

Growth and expansion are pleasing to report; however, they have not occurred without growing pains. Perhaps undue attention has been focussed on the quantitative aspects of the community colleges, both in buildings and in increased enrollments. The major expansion experienced in the last decade is now over, and difficult work lies ahead. Growth and an open door to higher education at the county college level have implications for the nature of the educational task and the effectiveness of its various programs. It is not enough to open the educational door to new groups; new educational answers must be offered for a changing and challenging society. It is also necessary to provide realistic opportunities for success. The adjustments required to meet new needs and different styles of learning are difficult. We are aware that we are being challenged, perhaps more than any other sector of higher education, to break away from tradition when we face students who have not thrived in or been attracted to the traditional academic setting. We cannot be satisfied with an educational process that sustains an institution and its staff but does not activate latent resources in students or in the community at large. Community colleges are breaking new ground in this state and should be viewed in terms of their special commitments rather than traditional higher education norms.

Research on the community college experience is scarce. We know something about the characteristics of students who enter community colleges in our state, but we have failed to amass and analyze meaningful data statewide about students *after* they leave our institutions to determine the impact on their lives. There is much to learn about nonmotivated and academically deficient students' learning problems. However, follow-up studies, remediation, career education, and increased college effectiveness will undoubtedly be costly and will require accountability.

This report is thus presented to the representatives of the citizens of New Jersey so that we can follow the development of our community college system during the past ten years and plan together where we should be going in the future and what it will take to get there.

(See previous page.)

TABLE 1

UNDERGRADUATE ENROLLMENTS
NEW JERSEY INSTITUTIONS OF HIGHER EDUCATION

Sector	1965	1966	1967	1968	1969	1970	1971	1972	1973	% Growth (Decline) In Sector Since 1965	Enrollment Pattern Since 1965
Two-Year Public											
Full Time	–	1,958	5,576	12,171	20,648	24,477	29,325	30,547	32,242		
Part Time	–	1,516	4,824	9,717	17,326	21,941	25,253	29,734	34,924		+67,166
TOTAL	–	3,474	10,400	21,888	37,974	46,418	54,578	60,281	67,166		
Two-Year Private											
Full Time	2,733	3,073	1,976	2,599	1,960	2,231	2,234	1,820	1,373		
Part Time	1,466	1,570	1,167	1,233	704	787	851	953	852	(-47%)	(-1,974)
TOTAL	4,199	4,643	3,143	3,832	2,664	3,018	3,085	2,773	2,225		
Four-Year Public State Colleges											
Full Time	17,353	18,932	20,755	22,701	24,327	28,385	33,551	40,539	43,987		
Part Time	10,551	10,811	12,276	14,072	17,042	21,556	23,681	15,250	19,044	+126%	+35,127
TOTAL	27,904	29,743	33,031	36,773	41,369	49,941	57,232	55,789	63,031		
Rutgers University/ NCE											
Full Time	14,861	15,677	16,140	16,684	18,010	21,644	22,519	23,206	24,742		
Part Time	8,898	8,846	8,036	9,381	9,811	9,747	9,265	9,285	8,869	+41%	+9,852
TOTAL	23,759	24,523	24,176	26,065	27,821	31,391	31,784	32,491	33,611		
Four-Year Private											
Full Time	28,886	29,271	30,822	32,955	33,485	34,709	35,613	35,221	33,968		
Part Time	17,629	17,742	16,818	17,871	18,430	16,735	14,445	12,740	12,122	(-1%)	(-425)
TOTAL	46,515	47,013	47,640	50,826	51,915	51,444	50,058	47,961	46,090		
Full Time Total	63,833	68,911	75,269	87,110	98,430	111,446	123,242	131,333	136,312		
Part Time Total	38,544	40,485	43,121	52,274	63,313	70,766	73,495	67,962	75,811	+107%	109,746
TOTAL	102,377	109,396	118,390	139,384	161,743	182,212	196,737	199,295	212,123		

Chapter 2
Development of Community Colleges in New Jersey

The development of the two-year community, or county, colleges in New Jersey is best understood in the context of the history of higher education in this state. Both the grass-roots efforts in support of the public two-year colleges and the speed with which they opened in the 1960s were a direct result of conditions caused by the state's previous reluctance to support a widespread system of public higher education. There was an acute need for more college spaces in general and for technical-level occupational preparation in particular. Recognition of these needs at last caused the passage of the County College Act of 1962, committing state funds for community colleges.

The idea of publicly supported two-year colleges had been discussed since the 1930s when the Federal Emergency Relief Administration (ERA) had funded six junior colleges in New Jersey. All but two were later phased out with the end of ERA funds. In 1946, in an attempt to accommodate World War II veterans, the state passed legislation permitting municipalities to develop two-year colleges. Lack of arrangements for funding, however, foretold doom for these institutions. Meanwhile, the population grew and more and more students were required to leave New Jersey for their education, and efforts to achieve public support for higher education were unavailing.

In short, higher education in the post-war years in New Jersey was characterized by:

1. a predominance of privately supported institutions,
2. mass exodus of students to out-of-state colleges,
3. minimal state financial support, and
4. the philosophy that students should be responsible for financing their own college education.

The following chronology shows the events that led to the establishment in the state of a public, broad-based system of higher education, and indicates the rapid progress during those years in higher education in general and the speed with which county colleges were established once their authorizing legislation was passed in 1962.

SUMMARY OF DEVELOPMENTS IN HIGHER EDUCATION IN NEW JERSEY, 1955-1972

1955 – The first major report of the period was carried out by the State Department of Education. It was a study of the higher education needs for the following 20 years, entitled "New Jersey's Undergraduates 1954-1973." An abbreviated version was distributed to the public under the title "The Closing Door to College." The study predicted an appalling lack of college spaces and estimated a need for $322-million for college facilities by 1973. This report was the first to suggest that one-third of the projected enrollment could best be accommodated by two-year colleges.

1957 – Another Department of Education report, entitled "College Opportunity in New Jersey, 1957," indicated that educational facilities would have to be doubled to accommodate a projected doubling of statewide enrollments by 1965. The recommended facilities would cost $65.9-million.

1959 – A state bond issue provided $66-million for higher education facilities.

1960 – A special commission investigating the need for two-year colleges released a study, "Education Beyond High School: The Two-Year Community College, 1960," documenting the critical need for such colleges and suggesting a legislative framework for establishing such institutions.

1962 – A third major report on higher education, entitled "Needs of New Jersey in Higher Education, 1962-1967," was put together by a Columbia professor, Dr. George S. Strayer. This report, usually referred to as the Strayer Report, once again documented the need to double the state's college facilities and indicated that delays had raised the projected costs to $134-million for the succeeding five years. The report also maintained that the structure of higher education in New Jersey was incomplete without county colleges, and recommended that they be established by the legislature then in session.

- The State Legislature passed the County College Act of 1962 authorizing and setting up procedures for establishing two-year colleges and committing the state to partial financial support on a formula basis of $200 per full-time-equivalent (FTE) stu-

dent or one-half the cost, whichever was less. This was the first time that the state had committed itself to such open-ended support for higher education.

1965 – A follow-up on the Strayer Report was released ("Interim Report on New Jersey Higher Education") which discussed the situation in light of (a) vigorous freeholder movement toward establishing two-year colleges, and (b) the passage of federal legislation supporting higher education.

1966 – In the four years since enabling county college legislation had been passed, Boards of Freeholders throughout New Jersey had moved with unprecedented speed to carry out feasibility studies and initiate the establishment of these institutions. By 1966, two-year colleges had opened in Atlantic, Ocean, Cumberland and Middlesex counties.

Subsequently, additional state legislation was passed which, among other things, increased the maximum state support to county colleges from $200 to $600 for each full-time-equivalent (FTE) student.

1967 – The Higher Education Act of 1967 was passed by the legislature, establishing a separate Board of Higher Education, the office of Chancellor, and the Department of Higher Education, with powers to oversee, coordinate and plan for a state system of higher education. The Board and Department were given responsibility for the direction of county college development.

Camden and Mercer counties opened community colleges.

1968 – Legislation was passed which combined the services of Union College, a private two-year institution, and the Union County Technical Institute to act in lieu of a community college, under the Higher Education Coordinating Agency of Union County.

Bergen, Essex, Gloucester, Morris, and Somerset counties opened community colleges.

1969 – Monmouth, Burlington, and Union counties opened community colleges.

1971 – Passaic County College opened its doors.

1972 – Salem County changed the existing Salem County Technical Institute into a comprehensive community college.

TABLE 2

SUMMARY OF TWO-YEAR PUBLIC COLLEGE OPENINGS

Year	*Colleges*	*Cumulative Fall Full-Time and Part-Time Enrollment of County Colleges*	*Annual Percent Increase*
1966	Atlantic Cumberland Middlesex Ocean	3,472	
1967	Camden Mercer	10,400	200
1968	Bergen Essex Gloucester Morris Somerset	21,899	110
1969	Brookdale (Monmouth County) Burlington Union/UCTI	37,974	74
1970	–	46,418	22
1971	Passaic	54,578	18
1972	Salem	60,273	10
1973	–	67,166	11

Chapter 3

Passage of Legislation Authorizing Establishment of Community Colleges in New Jersey

BACKGROUND

So much has happened in higher education both in New Jersey and in the nation at large in the last decade, it is important to refresh our memories about the early 1960s. Sputnik had stimulated the development of scientific and technical education in this country, and college-age population increases created a need for more space for these students. Both of these factors were important to the debates in New Jersey about the need for more public colleges. The very real need of New Jersey's industry for locally trained middle-level technical personnel was undoubtedly the critical factor in the final approval of public support for two-year colleges. However, the social role of public two-year colleges and their demonstrable ability to expand opportunities for higher education, as evidenced by the national community college movement, was also an important point in the legislature's decision to pass enabling legislation.

THE 1961 REPORT AND GOALS

The study commission appointed in 1960 to investigate the need for two-year colleges in the state set the tone for the two-year institutions in its final report, "Education Beyond High School: The Two-Year Community College." The report was persuasive, and the goals listed in the report reflect the intent of the legislation that followed:

a. to make two-year college education accessible to able students in their home environment;
b. to provide regular full-time and part-time adult students with diversified programs of study leading to appropriately varied educational and vocational goals, including transfer to other institutions;
c. to provide effective programs of scholastic, vocational and personal guidance and flexibility of transfer among programs so that students may have an opportunity to develop their potential to the utmost;
d. to provide for local as well as state and national needs appropriate to this type of institution, and
e. to supplement educational opportunities now available in the state.

The language of the report closely resembled the language used to describe the purposes of community colleges nationwide. The underlying tone of the report in presenting the New Jersey case for two-year colleges, however, was affected by the following factors:

1. Opportunities in public institutions in New Jersey were limited for all those not planning to be professionals or teachers, and were almost nonexistent for those who wanted only two years of post-secondary education or training in technical areas.
2. There was a critical need for trained technical-level manpower in New Jersey's industries.

When the county college legislation passed in 1962, after several earlier unsuccessful attempts, it was a turning point in higher education in the state for two important reasons: (1) it marked the first time that the state committed itself to formula (per-student) funding of higher education, and (2) there was at last a formal recognition that helping to provide a statewide system of colleges with low tuition was an obligation of the state.

THE CURRENT SITUATION

The community colleges in New Jersey were born in a time of optimistic faith in higher education and are now being nurtured in a period of realism.

Despite a current feeling that higher education alone does not assure a healthy society, a meaningful life, or fruitful employment, there is little doubt that some type of post-secondary education is essential in today's increasingly complex society. Everyone who is motivated and able to pursue a higher education program should have the opportunity to do so.

Thus the challenges facing the community colleges seem

to be growing, and the task now appears more difficult than when it was outlined in the initial plans. Giving reality to the concept of equal educational opportunity, filling gaps in academic backgrounds, providing social and economic mobility, and meeting community needs are only a few of the goals of county colleges. The purposes originally set down for New Jersey community colleges have been enlarged in breadth and depth. What distinguishes these colleges from others is their willingness to be guided in their development by the challenges facing them.

Chapter 4
How Community Colleges Have Fulfilled Their Purposes

This discussion of the developments in New Jersey's community colleges since 1962 is organized to parallel their stated purposes, as listed in Chapter 3, which lay behind the legislation. It must be remembered that the escalation in social and political activity on college campuses throughout the nation in the '60s compelled some unforeseen changes at the county colleges. With demands for relevance in education, with expectations that colleges should reflect greater minority representation, and with open admissions, these colleges, more than any other sector of higher education, became the symbols of democratization and educational opportunity of a vastly different scope than the ones with which the original study dealt. County colleges have found themselves in the middle of a redefinition of higher education and its purposes. This report will also suggest, as far as is possible, what impact more recent demands have had on New Jersey's community colleges and on the changing notions of their purposes.

ACCESSIBILITY

Statement of purpose as written in the Commission Report: "To supplement educational opportunities available to the state and . . . to make two-year college education accessible to students in their home environment."

A commission was established in 1960 by then Education Commissioner Raubinger to study the need for public two-year community colleges in New Jersey. The report that followed stressed the importance of providing opportunities for New Jersey residents who were not able to pursue higher education because (1) they did not choose to go away to college, (2) they could not afford to live away from home or to pay high tuition, (3) they could not find a place in state colleges because of the very limited spaces available, (4) they did not want four full years of college, (5) there were limited types of college programs available.

Now, ten years later, the development of community colleges has reached a stage where there is a campus within easy commuting distance of most New Jersey citizens. Higher education is no longer a problem of space in the state given the present demand. Community colleges are available not only for those who are seeking a program of only two years' duration, but also for those who prefer to live at home and attend college in their home environment. Admission to community colleges also provides an opportunity for those who want a "second chance."

This is not to say that everyone who would like to now enrolls in college in New Jersey. Poverty and lack of transportation still prevent some students from attending college. We also realize that there are other barriers – psychological, social and cultural – which keep people from applying to college at all. Some students, for example, who would most benefit from the services of the two-year college do not apply because of preference for the prestige of a university. Even more troubling are those with no family tradition of college who automatically disqualify themselves out of intimidation about the college atmosphere and/or experiences of restrictiveness at educational institutions. As the definition of accessibility evolves for community colleges, it must take all of these factors into account.

Increased Spaces in Higher Education

Community colleges have added enough student spaces in higher education in New Jersey so that the state system can accommodate all of the current demand, and, with completion of present and contemplated facilities, will be able to accommodate demands currently projected through 1980.

Higher education enrollments in New Jersey grew at an unprecedented rate between 1966 (the year the first county college opened) and 1973. Enrollment of both full- and part-time students increased from 109,396 to 212,123, a growth of 102,727 students. Sixty-seven thousand spaces, or 65.6% of that growth, came from the expansion in public two-year colleges (see Table 3).

In 1957, in the midst of apparent urgency about establishing new colleges to meet the needs of a growing student population, a New Jersey Department of Education Report ("College Opportunity In New Jersey, 1957") indicated that two-year college programs could and should provide, by 1973, spaces for fully one-third of the predicted num-

TABLE 3

UNDERGRADUATE ENROLLMENTS IN NEW JERSEY TWO-YEAR PUBLIC COLLEGES, 1966-73

		1966	1967	1968	1969	1970	1971	1972	1973
Atlantic	Full-Time	298	596	909	1,150	1,302	1,504	1,526	1,517
	Part-Time	403	555	891	1,039	1,085	1,419	1,687	1,801
	Total	701	1,151	1,800	2,189	2,387	2,923	3,213	3,318
Bergen	Full-Time			695	1,283	1,327	1,578	2,695	3,416
	Part-Time			550	1,957	2,695	2,892	3,468	3,838
	Total	–	–	1,245	3,240	4,022	4,470	6,163	7,254
Brookdale	Full-Time				1,309	2,122	3,254	2,713	2,622
	Part-Time				1,030	1,557	2,041	2,909	3,659
	Total	–	–	–	2,339	3,679	5,295	5,622	6,281
Burlington	Full-Time				728	1,218	1,536	1,564	1,687
	Part-Time				323	754	1,192	1,534	1,993
	Total				1,051	1,972	2,728	3,098	3,680
Camden	Full-Time			1,379	1,897	2,185	2,655	2,398	2,162
	Part-Time			735	1,158	1,583	1,585	1,905	2,639
	Total			2,114	3,055	3,768	4,240	4,303	4,801
Cumberland	Full-Time	360	605	601	776	919	967	866	807
	Part-Time	27	319	348	452	657	551	599	688
	Total	387	924	949	1,228	1,576	1,518	1,465	1,495
Essex	Full-Time			2,518	3,549	3,583	3,400	3,298	3,0366
	Part-Time			926	1,282	1,333	1,466	1,996	2,492
	Total	–	–	3,444	4,831	4,916	4,866	5,294	5,528
Gloucester	Full-Time			434	801	1,005	1,237	1,317	1,195
	Part-Time			200	349	398	463	607	725
	Total	–	–	634	1,150	1,403	1,700	1,924	1,920
Mercer	Full-Time		1,366	1,792	2,092	2,197	2,516	2,764	2,889
	Part-Time		1,410	1,940	2,245	2,475	2,712	2,723	3,157
	Total	–	2,776	3,732	4,337	4,672	5,228	5,487	6,046
Middlesex	Full-Time	728	1,434	1,818	2,180	2,542	3,131	3,194	3,410
	Part-Time	688	1,686	2,286	3,102	3,994	4,103	3,815	3,955
	Total	1,416	3,120	4,104	5,282	6,536	7,234	7,009	7,365
Morris	Full-Time			583	1,426	2,084	2,340	2,464	3,328
	Part-Time			684	1,759	2,211	2,558	2,926	3,469
	Total	–	–	1,267	3,185	4,295	4,898	5,390	6,797
Ocean	Full-Time	572	1,120	1,205	1,338	1,424	1,604	1,602	1,686
	Part-Time	398	845	1,158	1,178	1,391	1,589	1,580	1,622
	Total	970	1,965	2,363	2,516	2,815	3,193	3,182	3,308
Passaic	Full-Time						291	477	513
	Part-Time						85	383	460
	Total	–	–	–	–	–	376	860	973
Salem	Full-Time							201	315
	Part-Time							400	351
	Total							601	666
Somerset	Full-Time			237	520	641	745	750	799
	Part-Time				314	84	598	1,002	1,258
	Total	–	–	237	834	725	1,343	1,752	2,057
Union	Full-Time				1,169	1,428	1,958	2,058	1,901
	Part-Time				943	1,446	1,666	1,802	2,127
	Total	–	–	–	2,112	2,874	3,624	3,860	4,028
UCTI	Full-Time				430	500	609	660	959
	Part-Time				195	278	333	398	690
	Total	–	–	–	625	778	942	1,058	1,649
Total Full-Time		1,958	5,576	12,171	20,648	24,477	29,325	30,547	32,242
Total Part-Time		1,516	4,824	9,718	17,326	21,941	25,253	29,734	34,924
TOTAL		3,474	10,400	21,889	37,974	46,418	54,578	60,281	67,166

Note: Minor discrepancies between this and the overall enrollments chart are due to a recent update of figures on the latter.

bers of college-bound youth, or 30,000 full-time students. This number looked inflated to some in 1957, but it has turned out to be remarkably prophetic. New Jersey community colleges today enroll 32,242 full-time students, with a total of 67,166 full- and part-time students. The community college enrollment constitutes 31.7% of New Jersey's total (212,123) undergraduate population.

It is interesting to compare New Jersey's enrollment growth with the national picture during this period of expansion. New Jersey was late in providing spaces to meet the tremendous increase in demand for higher education. Enrollments in New Jersey between 1965 and 1970, the period of greatest growth for the state's community colleges, exceeded the national growth figures. Nationally, undergraduate full-time enrollments rose from 3.7 million to 5.3 million, or 43%.* In New Jersey, undergraduate full-time enrollment rose from 63,833 in 1965 to 111,446 in 1970, or 75%.**

By 1970, New Jersey had exceeded the national percentage of 18-year-olds pursuing higher education. Nationally, 41.7% went to college; in New Jersey, 46.9% went on for further study.

The following factors account for the increases in total enrollment growth in New Jersey, and are reflected in community college expansion:

1. Between 1966 and 1973, the college-age (18 years) population increased 20.5% due to the post-World War II baby boom. The number of high school graduates increased by approximately 14.7%.
2. About 3% more college-age students were going on to college in 1973 than in 1966.
3. Given the increased opportunities for education in the state, a portion of New Jersey students who would once have gone out of state preferred to stay in New Jersey for their college experiences; approximately 10% more of the total number (from 43% to 53%) of New Jersey's college-bound youth now stay in state.
4. The community colleges' open door policy and expanded facilities made it possible for disadvantaged, nontraditional, minority group and low-income students to attend college in greater numbers.

Community colleges now accommodate the largest number of students of any sector of higher education in New Jersey. Table 1 (page 6) documents year by year the growth of higher education in New Jersey and shows the growth in public two-year colleges in relation to the growth in other public colleges as well as in relation to enrollment declines in private colleges in New Jersey. (Charts 1, 2 and 3 in the Appendix illustrate these facts.)

Taken from Department of Higher Education, New Jersey Projection of Demand for Undergraduate Education in New Jersey by State and County, 1973-1990, pp. 23, 25.

**Taken from Data Briefs, New Jersey Department of Higher Education, Fall, 1973.*

Table 4 documents the increasing interest on the part of high school graduates during the years 1968 to 1971 in continuing their education in a college. In the fall of 1972, the growth rate dropped slightly, with a lower percentage of high school graduates interested in going to college. The cause of this is still a matter of conjecture, but was most likely a combination of factors – the end of the draft, changing attitudes toward attending college, the effects of an economic recession, and inflation. Demographic patterns show that a decline in the number of 18-year-olds in New Jersey will occur after 1978. (Table 5 shows the probable drop by 1985 and 1990.) Without an offsetting increase in the general college attendance rate the outlook now is obviously for fewer full-time students.

Because of this slowed growth and subsequent decrease in the college-age population predicted through 1990, general development plans in New Jersey currently involve a minimum of additional facilities. Community colleges, however, should consider the probability of increases in their enrollment because they specifically attempt to serve certain nontraditional groups: older students returning to college, part-time students pursuing their studies over several years, and continuing education students returning periodically for classwork. Changing enrollment patterns and the emergence of a desire for life-long learning are likely to intensify the enrollment situation for community colleges.

Increased Geographical Access

Sixteen new county community colleges with modern facilities and extension centers have made higher education geographically accessible. There is a county community college campus within commuting distance of every New Jersey resident. Colleges now exist in five counties that previously had neither private nor public higher education facilities. However, transportation to the campuses, especially in counties with scattered populations, remains a problem.

Today, sixteen counties in New Jersey have community colleges: Atlantic, Bergen, Burlington, Camden, Cumberland, Essex, Gloucester, Mercer, Middlesex, Monmouth, Morris, Ocean, Passaic, Salem, Somerset, and Union (see map, p. 47). In Mercer, Salem, and Union counties, comprehensive community colleges have evolved from existing institutions. Although Union College and Union County Technical Institute have retained their separate names, they work through a Higher Education Coordinating Agency to provide county college services for Union County. In Mercer and Salem counties, Trenton Junior College and Salem County Technical Institute, respectively, were precursors of the current community colleges.

Four counties, at present, do not have public community colleges: Cape May, Hunterdon, Sussex, and

TABLE 4

HIGHER EDUCATION INTENTIONS OF NEW JERSEY HIGH SCHOOL GRADUATES, 1968-1972

Group	*1968*	*1969*	*1970*	*1971*	*1972*	*1973*
1. Total High School Graduates	93,415	98,797	102,150	102,696	107,569	107,264
2. Number (and Percent of Group 1) Going to College	51,464 (55.09%)	56,190 (56.87%)	58,522 (57.29%)	59,450 (57.89%)	60,432 (56.18%)	58,546 (54.58%)
3. Number (and Percent of Group 2) Going to College In State	23,742 (46.13%)	27,267 (48.53%)	29,130 (49.78%)	31,373 (52.77%)	33,141 (54.84%)	33,328 (56.93%)
4. Number (and Percent of Group 3) Going to Two-Year College In State	7,246 (30.52%)	9,517 (35.00%)	10,619 (36.45%)	11,895 (37.92%)	11,917 (36.00%)	11,486 (34.40%)
5. Number (and Percent of Group 3) Going to Four-Year College In State	16,496 (69.48%)	17,750 (65.00%)	18,511 (63.55%)	19,478 (62.08%)	21,224 (64.00%)	21,862 (65.60%)

Source: Follow-Up of N. J. High School Graduates, N. J. Department of Education, 1968-72.

Warren. In these counties, low population bases have militated against establishing independent county colleges. (The Department of Higher Education maintains that a population of 125,000 is necessary to sustain enrollment at an efficient cost level, and none of these four counties has reached that level.) Salem County, which does not have 125,000 residents, has a county college by utilizing, through special arrangements, certain resources of other institutions. Hudson County offers courses at the two-year-college level through a commission that uses existing public and private colleges in the county. Another arrangement provided for in the legislation is the establishment of single institutions to serve more than one county, but lack of a formula for sharing costs and the difficulty of selecting mutually satisfactory sites have been major stumbling blocks to such efforts.

The county college legislation stipulates that students who reside in counties without public community colleges may attend other county colleges in New Jersey at the same tuition rates as county residents through a "chargeback" mechanism. This allows county colleges to charge the county portion of the per-student cost back to the county of the student's residence; to date, the number of students utilizing this arrangement has not been significant. Table 6 shows the numbers of students from counties without public two-year colleges who are attending other county colleges. These counties have 11% of all the 18-year-olds in

TABLE 5

18-YEAR-OLD POPULATION OF NEW JERSEY BY COUNTIES

County	*1975*	*1978*	*1980*	*1985*	*1990*
Atlantic	3,310		3,270	2,850	2,980
Bergen	18,340		17,950	14,960	9,910
Burlington	7,430		8,160	6,770	5,640
Camden	9,760		10,180	8,980	8,110
Cape May	1,060		1,080	870	850
Cumberland	2,400		2,650	2,490	2,570
Essex	16,990		16,880	15,450	13,230
Gloucester	4,060		4,350	3,710	3,150
Hudson	9,790		9,630	8,700	8,100
Hunterdon	1,550		1,750	1,490	1,340
Mercer	5,840		5,830	5,400	4,970
Middlesex	12,690		13,480	12,400	9,380
Monmouth	10,290		11,290	9,830	8,360
Morris	8,370		9,550	8,950	6,750
Ocean	4,560		5,630	5,490	6,000
Passaic	8,610		9,100	8,460	7,910
Salem	1,290		1,330	1,100	1,060
Somerset	4,630		4,980	3,910	2,770
Sussex	1,760		1,990	1,850	1,710
Union	10,750		10,460	8,890	7,020
Warren	1,520		1,460	1,350	1,090
TOTAL	145,000		151,000	133,900	112,900

PEAK YEAR 156,600

Note: Developed from 1970 U.S. Census age group statistics by county, adjusted for net migration and mortality.

TABLE 6

CHARGEBACK STUDENTS FROM COUNTIES WITHOUT PUBLIC TWO-YEAR COLLEGES*

Sending County	*Fall 1971*		*Fall 1972*		*Fall 1973*	
	Full Time	*Part Time*	*Full Time*	*Part Time*	*Full Time*	*Part Time*
Cape May	349	281	204	150	213	239
Hudson	339	134	379	173	367	229
Hunterdon	121	193	164	238	205	322
Salem	141	30	160	36	129	27
Sussex	67	211	76	248	211	328
Warren	45	70	63	58	112	133

**Chargeback counties' enrollments account for 3.7% of total county college enrollments.*

the state, but represent only 3.7% of all county college enrollments, indicating that lack of in-county facilities may affect high school graduates' plans.

Two facts support the concept that the convenient location of a community college is a major factor in stimulating enrollment.

a. Counties with colleges, particularly public colleges, have higher "go-to-college" rates among recent high school graduates than counties without such institutions, in spite of chargeback opportunities (see Table 7).

b. In a 1970 American College Testing Service student profile report on New Jersey community colleges, 20% of the respondents indicated that the location of the campus was the major factor in their choice of a college, compared with 16% of a national sample of county college students. Proximity to home appears to be a

TABLE 7

PERCENT OF NEW JERSEY HIGH SCHOOL GRADUATES INTENDING TO GO TO COLLEGE BY COUNTY

County	*Number Of Colleges In County*		*1971*		*1972*	
	Total	*Public*	*High School Graduates*	*Percent Intending To Go To College*	*High School Graduates*	*Percent Intending To Go To College*
Atlantic	2	2	2,154	49.86	2,286	46.94
Bergen	9	1	14,314	66.29	15,149	64.12
Burlington	1	1	4,603	50.64	4,908	52.34
Camden	2	2	7,066	56.72	7,260	53.17
Cape May	0	0	684	47.37	754	44.69
Cumberland	1	1	1,788	43.96	1,836	40.14
Essex	11	5	11,851	61.56	12,086	60.41
Gloucester	2	2	2,411	47.57	2,567	46.94
Hudson	4	1	6,985	45.46	6,962	47.90
Hunterdon	0	0	1,019	45.04	1,062	45.95
Mercer	7	2	4,664	60.53	4,744	59.19
Middlesex	3	2	8,908	54.15	9,525	52.63
Monmouth	2	1	7,062	61.97	7,457	58.00
Morris	5	1	5,909	64.88	6,248	62.90
Ocean	2	1	2,740	52.99	2,855	48.83
Passaic	4	2	5,686	54.98	6,090	53.76
Salem	1	1	900	41.56	884	39.37
Somerset	3	1	3,564	63.33	3,683	63.32
Sussex	2	1	1,087	45.35	1,205	37.59
Union	2	1	8,119	64.74	8,859	61.05
Warren	2	2	1,182	46.28	1,149	46.04
TOTAL (AVERAGE)			102,696	(57.89)	107,569	(56.18)

more important factor in college choice among New Jersey students than among students in the nation at large.

While community colleges have certainly brought higher education closer to home, it would be misleading to suggest that all those who want and can benefit from two years of college can conveniently get to a county college, even if it is in their home county. In New Jersey, a highly urbanized state, only two counties have their main county college campuses in urban centers, Newark and Paterson. Most of the colleges' main campuses are in suburban settings, which presents transportation problems for those who cannot afford automobiles or arrange for car pools. Public transportation in most cases is not available to these campuses, and adequate college-arranged transportation to accommodate the variety of schedules represented by full-time and part-time schedules is rarely feasible.

While some extension centers have been established to serve separate groups of county residents, these are often not a satisfactory substitute for the facilities and resources of the main campus. Selection of a campus site has been the single most controversial issue across the state in the estab-

TABLE 8

NEW JERSEY COMMUNITY COLLEGE TUITIONS COMPARED WITH OTHER STATES AND OTHER NEW JERSEY INSTITUTIONS, 1972-73

ALL STATES	*AVERAGE ANNUAL TUITION*	*ALL STATES*	*AVERAGE ANNUAL TUITION*
Community Colleges			
Alabama	$202.50	Pennsylvania	$400
Alaska	200	Rhode Island	300
Arizona	347	South Carolina	225
Arkansas	200	South Dakota	–
California	0	Tennessee	195
Colorado	229	Texas	159.46
Connecticut	228.60	Utah	327.70
Delaware	200	Vermont	720
District of Columbia	390	Virginia	225
Florida	90	Washington	124.50
Georgia	244.06	West Virginia	216
Hawaii	255	Wisconsin	548
Idaho	45	Wyoming	259
Illinois	125	Puerto Rico	120
Indiana	270		
Iowa	700	**NATIONAL AVERAGE**	**$268**
Kansas	363.21		
Kentucky	188.68		
Louisiana	195		
Maine	84		
Maryland	300		
Massachusetts	327		
Michigan	250		
Minnesota	300		
Mississippi	8 cr.hr./qtr.		
Missouri	312.70		
Montana	186		
Nebraska	240		
Nevada	240		
New Hampshire	300		
NEW JERSEY	**350**		
New Mexico	360		
New York	497		
North Carolina	111		
North Dakota	–		
Ohio	486		
Oklahoma	217.50		
Oregon	279.50		

NEW JERSEY	*TOTAL (TUITION PLUS FEES)*
Public Four-Year	
Glassboro	$700
Jersey City	650
Kean College	675
Montclair	679
Paterson	635
Ramapo	675
Stockton	684
Trenton	650
Rutgers	
Camden	661
Cook	730
Douglass	725
Livingston	536
Newark	660
Rutgers College	730
AVERAGE	**$560**
Public Two-Year	
Atlantic	$545
Bergen	460
Brookdale	537
Burlington	453
Camden	430
Cumberland	470
Essex	470
Gloucester	510
Mercer	480
Middlesex	501
Morris	460
Ocean	530
Passaic	490
Salem	435
Somerset	510
Union/UCTI	490/505
AVERAGE	**$362.50**

lishment of county colleges. Most schools have recognized at the time of site location that accessibility of the campus would have an impact on attendance patterns. Solutions will have to be devised to overcome the transportation problem (magnified now because of fuel shortage concerns) so that access to college can be assured.

Low Tuition

With their low tuition rates and the elimination of campus residence, community colleges provide higher education at low cost in New Jersey. Students at community colleges come primarily from low- to middle-income families, with annual incomes ranging from $6,000 to $15,000. Student aid programs have been designed to reduce still further the limiting effects of low income on college attendance. We are now challenged to continue this effort if we are to accommodate the lowest income students.

The growth in community college enrollments at a time of declining enrollments in private two-year and four-year colleges is undoubtedly due to the low tuition rates at community colleges. In 1973-74, New Jersey's private college tuition rates ranged from $800 to $4,500 a year, whereas the state's community colleges had an average tuition rate of $350. The Board of Higher Education, in promoting college attendance for low-income students, placed a $400 ceiling on tuition at the public community colleges.

Although $350 was higher than the national average of $268 for community colleges, it was still lower than the charge for commuting students at New Jersey's public four-year colleges. Even when tuition was combined with academic fees, book charges, transportation costs and other incidentals, the total cost for a commuting student at a state community college remained lower, by however small a margin, than at a state four-year college (see Table 8).

Since community colleges were intended to provide higher education at low cost to students, cost sharing between county and state was designed to permit low tuition charges to attract low-income students. To what extent has this cooperative effort between state and county succeeded? Family income distribution figures and financial aid figures indicate that the impact of community college low tuition rates has been greatest on students from lower middle income groups (see Table 9).

Under open admissions we might expect the income distribution in the community colleges to approximate the income distribution of potential students in the population at large. If we use as our potential student pool the families that have 18- to 24-year-olds (as this age group still makes

TABLE 9

ESTIMATED FAMILY INCOME DISTRIBUTION 1973-74*

	Less than $6,000	*$6,000 to $10,000*	*$10,000 to $15,000*	*$15,000 and up*
Atlantic	21.4%	23.8%	27.6%	27.2%
Bergen	6.6	13.4	37.1	42.9
Brookdale	11	17	20	25
Burlington	17	18	34	31
Essex	32	17.5	7.5	2
Mercer	13	†19	†26	22
Middlesex	6.4	16.5	41.2	28.3
Morris	6	15	26	34
Ocean	10	†17.5	†24	15
Passaic	32	14	7	7
Somerset	7	14	19	29
New Jersey	28	14.3	26.1	31.6
National Average	15.3	18.6	32.5	33.6

Source: American College Testing and College Guidance Placement Tests.

**Figures not available for Camden, Cumberland, Gloucester, Salem, and Union.*

†*Figures adjusted to fit income ranges.*

TABLE 10

FAMILY INCOME DISTRIBUTION OF NEW JERSEY APPLICANTS FOR FEDERAL STUDENT AID FOR FULL-TIME STUDY

	COLLEGE INTENTIONS				
Income	*Four-Year Public*	*Four-Year Private*	*Two-Year Public*	*Two-Year Private*	*Average*
Less than $6,000	21.6%	11.0%	18.3%	10.0%	17.8%
$6,000-$8,999	23.6	14.1	25.6	14.2	21.5
$9,000-$11,999	23.6	20.8	28.1	20.6	23.9
More than $12,000	31.2	54.1	28.0	55.2	36.8

Source: Educational Opportunity Fund Report, 1972-73.

up the bulk of community college full-time students), income distribution breaks down as follows:

INCOME DISTRIBUTION
OF ALL NEW JERSEY FAMILIES
WITH 18- TO 24-YEAR-OLDS

Income Interval	Percent of Families
Less than $6,000	28.0%
$6,000-$9,999	14.3%
$10,000-$14,999	26.1%
$15,000 or more	31.6%
Total	100.0%

Source: U.S. Census, 1970.

When this income distribution is compared with the income distribution of students in New Jersey community colleges in Table 9, we see that our colleges have made the greatest impact in attracting low- to middle-income ($6,000-$15,000) groups. Students in these categories represent a greater proportion of the student body than in the population at large. At the same time, students from families with incomes under $6,000 seem to be under-represented. Families with 18- to 24-year-olds and less than $6,000 incomes represent 28% of all families in New Jersey, yet students from such families represent a similar proportion of the full student body in only two of our institutions. Indeed, Table 10 on Student Aid Applicants suggests that fewer students with the lowest

TABLE 11

DISTRIBUTION OF UNDERGRADUATE EOF STUDENTS BY GROSS INCOME OF HOUSEHOLD, FALL 1973

Type of Institution	*Family Income*				*Total*
	Less than $3,000	*$3,000 to $6,000*	*$6,000 to $9,000*	*$9,000 to $10,000*	
Public Four-Year	980	1,479	863	219	3,541
The State University	745	1,091	695	123	2,654
Private Four-Year	325	570	381	85	1,361
Public Two-Year	1,635	2,233	765	150	4,783
Graduate	158	62	51	11	282
Out-of-State	132	230	116	32	510
TOTAL	3,975	5,665	2,871	620	13,131
Percentage	30.3%	43.1%	21.9%	4.7%	100%

TABLE 12

FAMILY INCOME OF 18- TO 24-YEAR-OLDS ENROLLED IN THE COLLEGIATE SECTOR UNITED STATES, FALL 1972, AND NEW JERSEY, SPRING 1970

FAMILY INCOME LEVEL	*18- TO 24-YEAR-OLDS (IN 1000's)*			*PERCENTAGE OF TOTAL ENROLLMENT*		*PERCENTAGE OF INCOME GROUP ENROLLED*	
	Total	*Enrolled*					
	N.J.	*N.J.*	*U.S.*	*N.J.*	*U.S.*	*N.J.*	*U.S.*
Under $3,000	63.1	7.8	239	4.9	4.6	12.3	14.3
$3,000-$7,500	122.7	14.0	972	8.7	18.7	11.4	15.9
$7,500-$10,000	94.2	14.1	615	8.8	11.9	15.0	19.4
$10,000-$15,000	172.2	47.2	1,470	29.5	28.3	27.4	29.5
$15,000 and up	208.6	77.0	1,891	48.1	36.5	36.9	49.0
TOTAL	660.8	160.1	5,187	100.0	100.0		

Sources: New Jersey Public Use Sample, 1970 Census; U.S. – "Financing Postsecondary Education," January 1973.

Notes: (1) Total individuals in New Jersey do not include 18- to 24-year-olds in high school. (2) Some 26,000 students in group quarters in New Jersey are distributed in the same proportion as dependent students living at home in families with incomes of $10,000 or more.

family incomes apply to community colleges than to four-year public colleges. This may be due to the availability of more aid for students at resident colleges than at commuter colleges.

Financial Aid

The Educational Opportunity Fund, a state program for low-income (under $10,000) and disadvantaged students, has provided further comparative data between the low-tuition community colleges and other sectors of higher education. The Educational Opportunity Fund has contributed significantly to attracting the lowest income students to higher education. Community colleges have consistently enrolled a greater number of Educational Opportunity Fund students than any other sector of higher education. Table 11 shows enrollments for 1973-74 and income of EOF students in various institutions of higher education. (See Table 12 for background data on the population segments enrolled, by income level.)

In the fall of 1973, there were 13,131 undergraduates supported by EOF funds attending New Jersey institutions; 4,783, or 36% of these, attended community colleges, whereas 31% of all undergraduates in New Jersey attended community colleges. In other words, a high percentage of EOF students are found at the two-year institutions. In the same year, while EOF students represented 9% of all undergraduates in New Jersey, they represented 14% of all community college enrollments.

Although EOF grants, which have a $750 maximum per community college student, are supplemented by federal and private assistance programs, the total amounts are often inadequate to cover living expenses, particularly when a student is married and must support a family. Furthermore, some of these programs do not permit outside employment or part-time attendance, and this precludes the possibility of supplementing income. Because of these limitations in student assistance programs, county colleges – and other types of institutions – have not achieved equal access for all income levels nor erased the barriers that tuition costs still present to some. There is little doubt, however, that the community colleges' low tuition rates, coupled with accessibility as commuter institutions, have attracted more lower income students to higher education, bringing higher education opportunities to many who were previously denied them.

Open Door

Community colleges have opened the door to higher education for underachievers, low-income students, minority groups, and working and nonworking adults.

Access to higher education shouldn't be discussed only in terms of geography, cost, and adequacy of campus facilities. Historically, access to undergraduate education has been severely curtailed by limiting college admission to recent high school graduates with high academic aptitude and achievement. Past success was a prerequisite for a college education.

While the stated purposes for establishing two-year colleges in New Jersey included educating a greater number of high school graduates than in the past, the idea of removing selective admissions and providing an opportunity for every adult, regardless of age, to continue as far as ability and interest might allow, is a more recent commitment. The open door policy extends entrance to college to anyone who has earned a high school diploma and/or is 18 years old. This policy is now endorsed by the State Board of Higher Education for all New Jersey community colleges, and gives opportunities to thousands who do not fit the admissions pattern of traditional colleges.

Even though many institutions of higher education have relaxed their admissions requirements and have become less rigid with respect to academic, social and cultural requirements, the open door policy and the nature of the two-year community colleges have provided an easier psychological transition for many individuals and groups who might feel less comfortable in traditional four-year colleges. Many community college students are the first members of their families to attend college. Many are older students who are uneasy about returning to school and unsure of their present abilities, even if they were successful in the past. These anxieties are sometimes due to misconceptions and sometimes based on very real differences between institutional and individual cultures. Recruiting practices and counseling services at community colleges have attracted more of these nontraditional students to their local campuses. There is no doubt that open admissions and the special programs that have developed in response to it have resulted in a greater diversity in community college student bodies.

The following narrative and charts dealing with the new types of students in community colleges demonstrate how the open admissions policy has spread college opportunities more equitably across socioeconomic groups than the selective admissions procedures of other institutions in higher education.

1. *The Educationally Disadvantaged (The Underachiever)*
Community colleges enroll increasing numbers of students who have had little success in high school programs. Table 13 compares the scores on four basic tests for a New Jersey community college sample, a national community college sample, and a national general college sample for the 1970 fall semester. In every case, the New Jersey community college sample shows lower scores. Almost 50% of these students score in the lowest quartile in each of the four subjects tested. This is a clear indication that community colleges in this state have extended opportunities to those

TABLE 13

ACT SCORES OF NEW JERSEY COMMUNITY COLLEGE STUDENTS COMPARED WITH A NATIONAL COMMUNITY COLLEGE SAMPLE AND NATIONAL TOTALS*

Subject	*Group*	*Percent With Scores 1-15*	*Percent With Scores 16-20*	*Percent With Scores 21-25*	*Percent With Scores 26-36*	*Mean*
English	N.J. Community Colleges	48	40	11	1	14.9
	National: Community Colleges	34	43	20	2	16.8
	National: Total	22	38	33	7	18.8
Math	N.J. Community Colleges	51	31	14	4	14.8
	National: Community Colleges	39	33	18	10	16.9
	National: Total	31	26	24	19	19.0
Social Studies	N.J. Community Colleges	41	26	24	8	16.7
	National: Community Colleges	33	26	29	11	18.0
	National: Total	23	24	33	20	20.0
Natural Sciences	N.J. Community Colleges	43	31	16	9	16.4
	National: Community Colleges	34	43	20	2	16.8
	National: Total	24	24	28	24	20.5

**Maximum score is 36.*
Source: Fall 1970 analysis by American College Testing Service.

who probably would not have been able to enter college under selective admissions procedures.

2. *Minority Group Members*

Representation of minority group members is greater in the community colleges than in other higher education sectors in the state. Table 14 shows that minority enrollment in community colleges increased from 13% to 18.2% of total enrollments from 1968 to 1972, while in all public institutions of higher education the percentage climbed from 6.9% to 14.4% during the same period. With the open door policy, minority groups in community colleges should approximate their representation in the population at large. While the percentage of black and Spanish-speaking

TABLE 14

MINORITY ENROLLMENTS AT NEW JERSEY UNDERGRADUATE INSTITUTIONS

	COMMUNITY COLLEGES					*ALL PUBLIC COLLEGES*				
Academic Year	*Total Enrollment*	*Number of Black Students*	*Percent of Enrollment*	*Number of Spanish Surnamed Students*	*Percent of Enrollment*	*Total Enrollment*	*Number of Black Students*	*Percent of Enrollment*	*Number of Spanish Surnamed Students*	*Percent of Enrollment*
1968-69	13,602	1,578	12.0	132	1.0	51,642	2,889	5.6	648	1.3
1970-71	25,229	3,790	15.0	435	2.0	70,299	6,600	9.4	1,008	1.4
1972-73	30,886	4,884	16.0	683	2.2	92,507	11,061	12.0	2,190	2.4

Sources: Economic and Social Characteristics of New Jersey, U.S. Census, 1970, racial and ethnic data from Institutions of Higher Education.

TABLE 15

MINORITY ENROLLMENT AT NEW JERSEY COMMUNITY COLLEGES, 1973

	Enrolled Full Time	*Enrolled Part Time*	*Percent of Total Community College Enrollment*
Black	5,401	4,432	14.64
Spanish Surnamed	984	613	2.38
Oriental	143	131	.41
Indian-American	78	53	.19
Other	672	66	1.10
TOTAL	7,278	5,295	18.72

Source: HEGIS Enrollment Data.

students at community colleges appears to be greater than the 11% minority group total in the New Jersey population (see Table 15), the distribution of minority enrollments warrants a closer look. Over 60% of these students are in only three colleges – Atlantic, Essex, and Mercer (see Table 16). In fact, Spanish-speaking students are poorly represented in all colleges; community colleges had a smaller percentage of Spanish-surnamed students than did higher education in general in 1973.

3. *Part-Time Students*

Accommodating individual schedules and time constraints has been a special feature of community colleges. The admission of working students and mothers of young children, for instance, has resulted in night, Saturday, and

TABLE 16

MINORITY FULL-TIME ENROLLMENTS AT NEW JERSEY COMMUNITY COLLEGES FALL 1968 AND FALL 1972

	BLACK STUDENTS				*SPANISH SURNAMED STUDENTS*					
	Number		*Percent of Enrollment*		*Number*		*Percent of Enrollment*		*Total Full-Time Enrollment*	
	1968	1972	1968	1972	1968	1972	1968	1972	1968	1972
Atlantic	78	509	8.6	33.4	–	20	–	1.3	909	1,526
Bergen	11	70	1.6	2.6	6	21	0.9	0.8	695	2,695
Brookdale	–	285	–	10.5	–	27	–	1.0	–	2,713
Burlington	–	147	–	9.4	–	24	–	1.5	–	1,564
Camden	193	378	14.0	15.8	31	59	2.3	2.5	1,379	2,398
Cumberland	49	125	8.2	14.4	7	39	1.2	4.5	601	866
Essex	728	2,050	28.9	62.2	30	209	1.2	6.3	2,518	3,298
Gloucester	70	104	16.1	7.9	6	3	1.4	0.2	434	1,317
Mercer	303	524	16.9	19.0	20	35	1.1	1.3	1,792	2,764
Middlesex	43	173	2.4	5.4	14	58	0.8	1.8	1,818	3,194
Morris	–	48	–	1.9	–	21	–	0.9	–	2,464
Ocean	21	80	1.7	5.0	8	42	0.7	2.6	1,205	1,602
Passaic	–*	174	–	36.5	–	40	–	8.4	–	477
Salem	–*	17	–	8.5	–	1	–	0.5	–	201
Somerset	32	44	13.5	5.9	–	1	–	0.1	237	750
Union	35	115	2.0	5.6	–	59	–	2.9	1,734	2,058
UCTI	–	41	–	7.0	–	24	–	3.6	–	660
TOTAL	1,533	4,884	11.5	16.0	122	683	0.9	2.2	13,322	30,547

*Not in existence yet.

Source: Office of Civil Rights Compliance Report of Institutions of Higher Education.

TABLE 17

PART-TIME ENROLLMENT IN COMMUNITY COLLEGE AND OTHER HIGHER EDUCATION INSTITUTIONS IN NEW JERSEY

Year	COMMUNITY COLLEGES		OTHER INSTITUTIONS	
	Part-Time Enrollment	Percent of Total	Part-Time Enrollment	Percent of Total
1966	1,516	43.6	38,969	36.8
1967	4,824	46.4	38,297	35.5
1968	9,717	44.4	42,557	36.2
1969	17,326	45.6	45,987	37.0
1970	21,941	47.3	48,825	36.0
1971	25,253	46.3	48,242	34.0
1972	29,163	48.4	38,228	28.0
1973	33,938	50.5	40,887	28.3

Source: N.J. Department of Higher Education, DATA BRIEFS, 1973; based on HEGIS information.

TABLE 18

VETERANS ATTENDING NEW JERSEY COMMUNITY COLLEGES

	Fall 1970	Fall 1971	Fall 1972	Fall 1973
Atlantic	196	260	266	453
Bergen	298	522	479	547
Brookdale	549	863	872	912
Burlington	160	268	255	464
Camden	336	500	459	661
Cumberland	114	122	144	150
Essex	381	452	442	729
Gloucester	125	160	181	231
Mercer	448	525	443	579
Middlesex	623	748	682	847
Morris	366	508	546	706
Ocean	303	390	357	395
Passaic	–	9	70	116
Salem	–	0	11	46
Somerset	52	77	81	153
Union/UCTI	345	415	421	454
TOTAL	4,296	5,819	5,714	7,443

Source: Veterans Administration, based on GI Bill Assistance.

dual (day and night) scheduling for both full- and part-time students. An increase in the numbers of part-time students is a continuing trend in the community colleges (see Table 17).

4. *Older Returning Students*

There has also been a definite increase in older students who are returning to formal education. The older average age of community college students is evident to a visitor at these campuses. The ability to accommodate schedules to individual needs is undoubtedly a factor in the attraction of community colleges for the older student. Thousands of students who have been employed, have raised a family, or were simply excluded from college at the time of their high school graduation because of selective admissions and limited spaces are now attending the community colleges. At the present time, these colleges have an influx of veterans taking advantage of the educational benefits provided by the government (see Table 18).

First-time freshman fall enrollments at community colleges have frequently outnumbered the previous spring's high school graduates who had stated they intended to go to a New Jersey community college. This fact is shown in Table 19. It is quite clear that older students are making up this difference.

Although there is a greater diversity of students at the community college campuses, there has been no shift in our established ideas of what constitutes an academic institution. Traditional higher education has been extended to its democratic limits in these institutions without altering its fundamental character. However, major changes in institutional style might be indicated when community needs are more clearly defined. If it is found that community colleges must surmount certain aspects of traditional academia that are intimidating to the new types of students, they will have to respond if they are to fulfill their role of serving the nontraditional students.

DIVERSITY

Statement of Purpose: "To provide regular full-time students and adult part-time students with diversified programs of studies leading to varied educational and vocational goals, including transfer to other institutions."

There are totally new curricula as well as a greater range of programs and services under one roof in the comprehensive community colleges to accommodate new types of students and a variety of individual needs. Diversity provides exposure to a variety of career and academic fields. More effort is needed now to achieve greater program diversity within each institution as well as among institutions.

Although a particular impetus for establishing the two-year colleges in New Jersey was the state's vacuum in postsecondary technical education, the County College Study Commission emphasized that the two-year institutions should not limit themselves to offering technical studies designed for immediate employment, but rather

TABLE 19

COMPARISON OF NEW JERSEY HIGH SCHOOL GRADUATES' INTENTIONS WITH FIRST-TIME, FULL-TIME ENROLLMENT IN COUNTY COLLEGES, 1970 AND 1972

	1970		1972	
County	*Number Intending to Go to County College, Spring*	*First-Time Full-Time County College Enrollment, Fall*	*Number Intending to Go to County College, Spring*	*First-Time Full-Time County College Enrollment, Fall*
Atlantic	404	700	328	568
Bergen	1,301	705	1,482	1,074
Burlington	456	617	713	505
Camden	869	1,394	945	1,062
Cape May	118	NA	76	NA
Cumberland	313	523	240	401
Essex	910	1,591	830	1,446
Gloucester	357	545	443	833
Hudson	180	NA	360	NA
Hunterdon	37	NA	62	NA
Mercer	536	1,217	671	1,709
Middlesex	946	1,737	1,380	1,623
Monmouth	1,025	966	1,075	701
Morris	972	1,351	1,134	1,099
Ocean	566	663	510	651
Passaic	401	NA	410	207
Salem	54	NA	85	132
Somerset	349	403	395	383
Sussex	61	NA	35	NA
Union	741	711	772	741
Warren	23	NA	41	NA

Source: High School Follow-Up Study, 1969, 1970, 1971, 1972.

should be multipurpose, comprehensive institutions. This recommendation was made to ensure not only that a variety of initial choices will be available to those who have already chosen a field of study, but also that exploration will be possible for those who are undecided about their future.

All community colleges in New Jersey offer most of the following types of programs:

a. Vocational and occupational offerings
b. Transfer courses designed to parallel university freshman and sophomore academic offerings
c. General education programs
d. Adult and continuing education programs
e Compensatory programs (strengthening basic skills)
f. Counseling programs
g. Special programs: bilingual, cooperative education (work-study with business)
h. Credit by examination.

There are currently 56 different occupational programs and 27 different transfer programs offered at community colleges.

TYPES OF PROGRAMS IN NEW JERSEY COMMUNITY COLLEGES

	No. of Institutions Offering Program
Business and Industry Technologies	
Accounting Technology	12
Applied Arts Technology	4
Banking and Finance Technologies	1
Business, General	10
Communications and Broadcasting	2
Cosmetology	1
Hotel-Motel Restaurant Technology	3
Marketing and Industrial Management Technology	10
Photography Technology	1
Secretarial Science	16
Transportation Technology	3
Data Processing Technologies	
Computer Operator	1
Computer Programming Technology	12
Data Processing Equipment Maintenance	1
Key Punch Operator	1
Health Services and Paramedical Technology	
Animal Laboratory Assistant	1
Dental Assistant	4
Dental Hygiene	4
Dental Laboratory Technology	1
Emergency Medical Technician	1
Handicapped Program Assistant	1
Health Services Management	1
Industrial Management Technology	1
Medical Laboratory Assistant	9
Medical Office Assistant	2
Medical Records Technology	1
Mental Health Assistant	1
Nursing, Practical	2
Nursing, Registered	13
Occupational Therapy Technician	1
Ophthalmic Technology	1
Physical Therapy Assistant	1
Radiologic Technology	5
Rehabilitation Technology	2
Respiratory Therapy Technology	4

(Text continued on page 26.)

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Mechanical and Engineering Technologies	No. of Institutions Offering Program
Air Conditioning, Refrigeration, and Heating Technology	1
Architectural Drafting Technology	2
Automotive Technology	2
Aviation Technology	1
Chemical Technology	7
Civil Engineering Technology	5
Construction and Building Technology	2
Diesel Technology	1
Drafting and Design	8
Electromechanical Technology	3
Electronics and Machine Technology	11
Environmental and Laboratory Technology	1
Industrial Technology	1
Mechanical Engineering Technology	4
Quality Control	1
Scientific Glass Technology	1
Welding Technology	1
Natural Science Technologies	
Environmental Health Technology	3
Laboratory Technology	2
Ornamental Horticulture	2
Public Service Related Technologies	
Education Assistant	11
Fire Science Technology	7
Law Enforcement	14
Legal Technology	2
Library Assistant	4
Public Administration Technology	3
Social Work Related Technology	5
Transfer Programs	
Accounting	2
Afro-American Studies	1
Architecture	1
Art	1
Biology	4
Business Education	3
Business, General	12
Chemistry	3
Computer and Information Science	2
Dramatic Arts	2
Education, General	4
Elementary Education	2
Engineering	9
English	1
Fine Arts	4
History	1
Industrial Arts Education	1
Mathematics	5
Music	1
Music Education	2
Physical Education	1
Physical Sciences	3
Public Administration	1
Secondary Education	1
Social Sciences, General	5
Urban Studies	1
General Liberal Arts and Sciences	16*

For both transfer and occupational program areas, there are several different degrees offered. Three types of associate degrees allow different emphases on academic or career specialization. The Associate in Arts and the Associate in Science degrees are designed for transfer to a bachelor's degree institution. These associate degree programs include a significant proportion of general lower-division course work paralleling the first two years of a bachelor's degree program. The Associate in Applied Science degree, designed for immediate job entry, has a major emphasis on course work for the specialized career. These career programs, however, also require some general education and liberal arts course work. There are also diploma and certificate programs of less than two years' duration. These programs attract people with short-term and single-course educational needs, especially for updating skills and retraining. Many students are not interested in obtaining a degree, and these less extensive programs more closely fit their needs. However, the availability of such programs is still somewhat limited.

Diversity in community colleges is also reflected in the responses to individual learning styles. Most county colleges offer a variety of learning modes. Traditional lectures, seminars and independent study are supplemented by programmed learning, learning contracts with the instructor, instruction with media, work-study programs, credit through examination, cooperative education between college and industry, and supplementary skills classes.

Success in establishing and developing career and continuing education programs in addition to transfer-oriented programs was a major accomplishment. There were many difficulties associated with implementing new programs. In addition, a skeptical educational community had to be convinced of the worth of the new programs and of the new institutions themselves.

Career or Occupational Programs

Community colleges provide access to completely new program areas. For the first time, two-year college programs oriented toward immediate

*General Liberal Arts and Sciences provides general coverage of many of the academic specializations listed above. The first two years of many of these disciplines is heavily general education and thus many community colleges prefer to designate any specialization in a transfer curricula as a degree in Liberal Arts and Sciences.

employment are available in the public sector of higher education in New Jersey.

Although the need for manpower trained at the technical level was a powerful incentive for state support of community colleges, and career programs were among the first to be developed, New Jersey community colleges were relatively slow in generating enrollments in these programs. This was perhaps partly because of the premium placed on the few academic spaces available in New Jersey colleges for so many years. It also admittedly resulted from a lack of prestige associated with vocationally oriented programs. When community colleges first opened, the rush was for the traditional programs — teacher education and liberal arts and sciences transfer programs.

In the past three years, however, with increasing economic and unemployment pressures, the shift from transfer to career programs has been marked. Table 20 shows that 44% of the full-time students in the academic year 1973-74 were in career programs. Table 21 breaks the career enrollments down into program categories. Applications for the fall semester of 1974 show that this trend is continuing. Two-year career programs are now attracting more than 10% of the total undergraduate enrollment in the state.

While community colleges provide more educational

TABLE 20

TRANSFER AND CAREER PROGRAM BREAKDOWN OF NEW JERSEY COMMUNITY COLLEGE ENROLLMENTS

		Full-Time	*%*	*Part-Time*	*%*
1971-72	Transfer	18,881	64	20,172	80
	Career	10,444	36	5,092	20
	TOTAL	29,325		25,264	
1972-73	Transfer	18,611	60	22,626	78
	Career	12,499	40	6,537	22
	TOTAL	31,110		29,163	
1973-74	Transfer	18,751	56	24,671	73
	Career	14,452	44	9,178	27
	TOTAL	33,203		33,849	

Note: It should be pointed out that many part-time students do not select a program of study until twelve or more credits have been earned. By default, many students are identified as "no program," which is classified as a general transfer category.

TABLE 21

NEW JERSEY COMMUNITY COLLEGES ENROLLMENTS IN CAREER PROGRAM CATEGORIES* (FULL-TIME AND PART-TIME)

	1971-72		*1972-73*		*1973-74*	
Program	*Number of Students*	*Percent of Total Career Enrollment*	*Number of Students*	*Percent of Total Career Enrollment*	*Number of Students*	*Percent of Total Career Enrollment*
Business	7,944	51.0	8,793	46.0	10,575	45.0
Data Processing	1,577		1,459		1,613	
Allied Health	2,563	16.5	4,388	23.0	5,614	24.0
Natural Science	549	3.5	289	2.0	328	1.0
Engineering Technologies	2,262	15.0	2,973	15.0	3,232	14.0
Public Service Occupations	2,218	14.0	2,593	14.0	3,880	16.0
TOTAL	15,536		19,036		23,629	
PERCENT OF TOTAL ENROLLMENT		28.0		38.0		35.0

**For full listing of specific curricula under each category, see page 23.*

opportunities in technical and public service fields than were previously available (see the variety of programs offered in section on Diversity, p. 23), certain programs have become difficult to enter for various reasons:

1. Programs with heavy clinical and laboratory components are significantly limited in the number of students they can accommodate.
2. Even though chargeback arrangements permit students to enter a particular program at another county college if it is not available in their home county, admissions preference is generally given to county residents.
3. Although community colleges have open-door admissions policies, it is necessary to have selectivity for acceptance into particular programs.
4. Through the state's authority to approve programs, manpower projections may cause a limit on the number of certain programs in order to prevent overproduction of personnel in that field.

Although the points outlined above place limitations on access to some occupational programs at some county colleges, a sufficient number of programs have been developed to meet a substantial portion of community needs.

At the present time, when enrollments in general are leveling off, applications for certain career programs have jumped so markedly that all students cannot be accommodated in their first-choice programs. Table 22 indicates the relationship between applications and actual spaces available in various program areas in the fall of 1972. It illustrates that the severest squeeze is in the allied health fields. Limits are placed on enrollments in these areas because of the necessity for smaller classes.

TABLE 22

RATIO OF APPLICATIONS TO SPACES FOR CAREER PROGRAM CATEGORIES

	Business and Data Processing	*Health*	*Technology*	*Public Service*	*Total*
1971-72					
Spaces	3,319	655	455	392	4,821
Applications	3,696	1,936	606	665	6,903
Ratio	1:1.11	1:2.96	1:1.23	1:1.69	1:1.43
1972-73					
Spaces	4,178	1,125	925	1,013	7,241
Applications	4,632	2,971	960	1,229	9,792
Ratio	1:1.09	1:2.64	1:1.04	1:1.21	1:1.35

Source: Community College Program Enrollment Data, Department of Higher Education.

Enrollment patterns in occupational curricula appear to follow a shifting manpower demand in the economy at large. For instance, because of the perceived need for nurses in New Jersey, nursing programs are so popular at the present time that applicants may have to wait several years before gaining entrance.

The use of paraprofessionals and assistants in such areas as education, law, community service, social welfare, and law enforcement has stimulated the development of new programs at community colleges. (See page 23 for a listing of public service programs.) Employing paraprofessionals permits more efficient use to be made of a professional's time. Thus, the demand for properly trained people is slowly growing and enrollments are steadily increasing in these programs. Students have expressed concern, however, that the job market is still somewhat limited, that salaries are relatively low, and that most jobs are not structured at present to make the maximum use of a paraprofessional's training.

Some of the responsibility for defining tasks for this new level of manpower rests on those who train such personnel, namely, the community college staffs. As these new positions evolve and manpower needs are translated into actual job slots, community colleges and employers, together with the Civil Service, have begun to work to ensure an increased articulation of training and job requirements. Efforts are already under way among college personnel, the New Jersey Public Service Institute, and the Civil Service to foster correlation between course work and public service occupational needs.

Community colleges also work with employers in providing in-service training for those already on the job. Programs in law enforcement, fire science, and educational and library assisting often have curricula and schedules planned around the needs of those already working in the field who require upgrading or updating in their job skills and general education.

Transfer Programs

In addition to offering opportunities for two years of academic college work, New Jersey's community colleges now provide many of their graduates access to four-year bachelor's degree programs through the "Full Faith In Credit" transfer policy endorsed by the state's board of higher education and state colleges.

When community colleges were first established in New Jersey, there was concern about the "transferability" of the two-year-college graduate. Would the community college graduate have the same academic experience in the first two years as a student in a four-year college? Would a bottleneck be created by a large number of community

college transfer graduates vying for places at the junior level in state colleges?

In general, the graduates of the community colleges (1968-1973) have established a reputation at four-year colleges of being on a par academically with students who began their education at the same colleges. This recognition of the community college graduate as an equal with his peers in four-year institutions has been translated into a statewide "full-faith-in-credit" policy. The policy states that those graduating from community college transfer programs who wish to continue their education will be guaranteed a place in a state public college and will be given full standing as juniors in the field of their associate degree.

The spectre of the bottleneck never materialized. The leveling of enrollment growth in higher education, the expansion of public four-year colleges in New Jersey, including the creation of two new campuses, and the parallel effort on the part of four-year colleges to "attract" students have made the transfer process easier for community college graduates. Four-year institutions have in fact made special efforts to recruit juniors from the community colleges; some community college students are transferring to senior institutions before gaining their associate degrees. The fact that so many community college students are able to transfer indicates that four-year colleges have accepted the validity of the community college experience. It is interesting to note that the majority of these transfer students continue their education in New Jersey's senior institutions.

Programs for Nontraditional Students

Now that there is a general acceptance of the legitimate role of the two-year college to prepare manpower in technical, health and paraprofessional areas, the focus has already begun to shift toward creating basic studies programs in compensatory (remediation) and developmental education. In spite of some significant gains in compensatory education, the present need for upgrading academic skills is so great that community colleges still have much to do if they are to provide adequate and effective services in this area. Programs for bilingual students and well-designed general education programs for the two academic years beyond high school also require further development. Possibilities for extending the range of short certificate courses should be investigated. These shorter courses have a great potential for meeting the needs of students for whom immediate employment skills are of primary importance, and concentrated courses should therefore be made available. Continuing efforts should be made to assist the educationally disadvantaged, the ethnic minorities, the older returning students, the elderly, those for whom English is a second language, and all such others who require special programming and developmental work.

EFFECTIVE PROGRAMS

Statement of Purpose: "To provide effective programs of scholastic, vocational, and personal guidance and flexibility of transfer among programs so that the students may have the opportunity to develop their potentialities to the utmost."

Meeting the educational needs of individuals and the community as a whole is both the mission and the criterion of effectiveness of community colleges. It is critical to have an extensive, ongoing, and meaningful evaluation to determine how the colleges are meeting these needs. The information we have thus far is inadequate, tentative and short range, but it indicates that county college graduates are able to transfer to senior colleges and are able to perform successfully as upper-division students.

The diversity of program offerings and student bodies has been discussed in previous sections of this report. Such diversity is only advantageous, however, if the programs are "effective." But what are we really looking for when we discuss the "quality" or "effectiveness" of programs? New types of students with their own learning styles and motivational patterns, and the concomitant demand for new courses, have led to some new ideas about how to view success and how to measure effectiveness.

In the past, quality and academic standards were determined by faculty scholarship and the aptitude and achievement of students admitted to programs. These are convenient and relatively easily measured factors, but they are not actually indicators of educational results. Therefore, diverging from these criteria, community colleges reject the idea that in order to have a good or effective program you must have students who have already succeeded academically. Rather, the significant criterion for judging the results of the programs at these colleges is the extent to which students can progress toward their individual educational goals. However, partly because the concept is new, it is extremely difficult, if not impossible, to measure results meaningfully at the present time. Sophisticated evaluation techniques should be employed as they are developed to allow an aggregate measurement of the colleges' "success" and the "quality" of their programs as time goes along.

Until a sufficient number of classes have graduated, we shall not be able to gauge the full impact that county colleges have had on students' lives. Will community college graduates find themselves simply one level above high school graduates? Or will the college experience open the door to educational and career development and allow students to fulfill their potential? Is the associate degree merely an inflated credential, currently necessary for job entry but changing little in terms of liberating individuals or

affecting the quality of their lives? These concerns will only be answered with hard data and meaningful evaluations accumulated over a period of time.

Success in Transferring and in Job Placement: Performance Criteria

When educational goals include employment and transfer (and currently these are major goals of the community colleges), it is important to study the experiences of graduates in finding jobs and transferring to senior colleges. While it is relatively easy to gather aggregate numbers of graduates who transfer to four-year institutions and who get jobs, there have not as yet been sufficient linear studies of individual students to see correlations of placement or performance with grades, programs, previous records, or social and personal characteristics. Research into such matters at the colleges is spotty and varies a great deal from institution to institution. However, we can see an important fact: graduates and nongraduates of both university-parallel and career programs at county colleges are able to transfer to four-year colleges. Current college transfer studies provide some data on the experience of these graduates; Table 23 shows students' success in transferring

Two major projects are currently under way at the state level to initiate data collection on the performance of community college graduates in senior colleges as transfer students and on the job as employees. These projects will provide comprehensive basic data, and give the county colleges fundamental insights about their strengths and weaknesses.

TABLE 23

COMMUNITY COLLEGE TRANSFERS

	1972		*1973*	
College	*Total Graduates: June*	*Total Students who Transferred (Graduates and Nongraduates): September*	*Total Graduates: June*	*Total Students who Transferred (Graduates and Nongraduates): September*
Atlantic	498	302	464	230
Bergen	401	305	457	351
Brookdale	468	257	443	286
Burlington	260	154	341	232
Camden	534	392	515	503
Cumberland	211	146	220	120
Essex	554	664	675	637
Gloucester	330	173	352	201
Mercer	493	251	573	366
Middlesex	640	387	737	552
Morris	518	418	641	470
Ocean	452	266	486	347
Passaic	–	31	33	57
Salem	–	–	32	6
Somerset	117	112	147	116
Union	342	361	284	379
UCTI	142	10	131	7
TOTAL	5,960	4,229	6,536	4,860

Source: HEGIS Degrees Granted and Transfer Data Collected by DHE.

Accreditation

At present, the available evaluative information is inadequate to predict accurately the effectiveness of community college programs in this state, but faculty and administrative peers from other states serving on Middle States Evaluation Teams say our colleges have maintained satisfactory standards of performance. The Middle States Association has accredited fourteen of the sixteen New Jersey community colleges. The other two institutions, established in the last two years, are now in the process of applying for accreditation; they hold "candidate" status and will be receiving their initial evaluation team visits within the coming year. This is certainly a creditable record.

Retention of Students

Another dimension in evaluating the effectiveness of programs can be gained by looking at those who did not finish a program. What about those who drop out or "stop out" for short periods or who take longer than the average period of time to complete the course work? Considering the open enrollment policy and the colleges' encouragement of "exploring" fields of interest, we would be likely to find that more students in community colleges than in four-year colleges did not complete degree programs. Table 24 shows the number of students receiving their degrees in 1971, 1972 and 1973, compared to the total entering freshman class two years before. However, the data available indicate only gross comparisons. They do not show the percentage of students taking longer than two years, nor the number of students who were enrolled in one-year diploma or certificate programs. To have meaningful information, it will be necessary to know the percentage of students who do not re-enroll, their reasons, and their ultimate activities. The lack of complete information and sophisticated research has prevented the full knowledge of the extent of student turnover on a statewide basis. We are just now beginning to put together such information across the state, so that we may make an evaluation of our effectiveness.

Some of the students who did not re-enroll are accounted for by transfers. We do know that in the fall of 1973 more than 35% of the total transfers to senior institutions had not completed their community college programs. We suspect that degree programs may not be flexible enough in design to meet the needs of many students. Community colleges could respond in positive ways once specific needs are identified. Academic and counseling efforts can then be focused on the predominant difficulties or problems students are experiencing.

What happens to students who do not finish programs? Their reasons for leaving must be among the primary concerns of research in our colleges during the next few years. These findings may be the most fruitful indicators of the special efforts the colleges should make to increase program effectiveness. Some of the reasons for dropping out may be peripheral to the actual learning process, but if it turns out that opportunities are not provided for students to fulfill their potential and instruction does not meet their needs, the colleges must recognize that this threatens the very substance of the community college mission.

TABLE 24

ASSOCIATE DEGREES CONFERRED BY NEW JERSEY COMMUNITY COLLEGES, 1971, 1972, 1973

	1971	*1972*	*1973*
Atlantic	326	498	464
Bergen	284	401	457
Brookdale	244	468	443
Burlington	192	260	341
Camden	326	534	515
Cumberland	214	211	220
Essex	533	554	675
Gloucester	319	330	352
Mercer	485	493	573
Middlesex	552	640	737
Morris	331	518	641
Ocean	415	452	486
Passaic*			38
Salem*			32
Somerset	89	117	147
Union	273	342	284
UCTI	86	142	131
TOTAL	4,669	5,960	6,536
(Total in Entering Class)	(12,153)	(12,892)	(16,136)

**Not opened until 1973.*

Community Colleges as Teaching Institutions

Nationwide, community colleges have been the crucible for new methods and techniques of instruction within higher education. This phenomenon is also true in New Jersey. Through open admissions, the community colleges have been confronted with learning problems of such quantity and scope that they could not be ignored. Because many community college students experience some learning difficulty or deficiency, these colleges have had to devise more than stop-gap measures. The more extreme learning difficulties have stimulated efforts in skill-building and in improving diagnosis and program response to benefit the average student as well as the one with deficient skills.

The effect has been to create institutions with an emphasis on teaching. At the community colleges, attention is centered on the process of learning, on helping students to build positive self-images, and on reinforcing their gains. Techniques for fostering learning and for developing reading and writing skills are applied to enhance

demonstrated abilities in bright students as well as to provide remediation for those who need it. Lack of reading speed and comprehension have been barriers to further learning at all levels and for all kinds of students. Now, skills in these areas can be improved through the new teaching techniques found at community colleges.

While New Jersey's community colleges reflect the entire spectrum from innovation to tradition in their approaches, they each recognize and respond in some degree to the following propositions:

1. Not all students learn in the same way; there should be a variety of learning modes so that students can learn in whatever way is easiest for them. These modes include lectures, seminars, auto-tutorial programs, work-study, independent study, and clinical or practical experience.
2. Students learn at different rates; they should be permitted to proceed at their own pace and be provided with assistance when lagging.
3. Learning is affected by outside influences; counseling should be available as a tool to eliminate peripheral concerns in order to allow the student the concentration necessary for academic success.
4. Students do much better when they are given the responsibility for making choices about their education. Choice of course work, method of learning, or course objectives should be available to them as far as is practicable.
5. Learning requires reinforcement, through receiving information in a variety of ways, through tutoring services, or by putting knowledge to work.

Initial experiences with the open door program made it clear that for students with weak academic backgrounds there would be no real opportunity to succeed without intensive "catch-up" programs. Every community college in New Jersey now offers some form of developmental or remedial work to enable all its students to cope with college-level work. Although students are never turned away initially for academic reasons, they are, if necessary, not permitted to enter a regular curriculum immediately. In some institutions they are placed in separate "developmental" programs and given special institutional credit for such work; generally, this credit is not transferable. Other colleges have supportive tutoring for regular course work and supplementary skill-building courses.

Three of the community colleges in New Jersey are totally committed to innovative learning and the "systems" approach to higher education. Classes at Brookdale, Burlington, and Passaic county colleges are organized around all of the propositions listed above. The objectives of each class hour are made explicit, and what is expected of students is worked out with them in very specific terms. Such classes also provide students with particular options for learning the required material.

While other community colleges have chosen more traditional basic structures, they represent variations on the same theme, with varied modes of instruction, flexible scheduling, auto-tutorial learning, programmed study, and reinforced instruction. Whatever the organization, all New Jersey community colleges have supplemented the conventional academic instructional methods of the past. If four-year colleges are beginning to resemble the younger community colleges, it is most likely because of the younger institutions' demonstration of the effectiveness of new educational approaches.

Counseling and Support Services

Counseling and academic advising have been recognized by community colleges as integral parts of the educational experience, not only for those with serious difficulties but for the majority of students with uncertainties and insecurities about preparation for their future. These institutions see that part of their mission is to help students make the correct career choices. They perceive that these choices have much to do with how students perform in their educational endeavors. Testing for aptitudes and interests upon admission to the college is a regular practice, of value to the students as well as the faculty and staff members who will work with them.

Personal or societal problems impinging on students' motivations and concentration are considered significant blocks to learning, and counseling can often remove such barriers. The full and ideal role for counseling in community colleges is still in the process of evolving. Most college counseling offices have a variety of services – personal, psychological, career, job placement, transfer, bilingual, and special group (veterans, minority, women). Some counseling offices, however, have not yet developed to the extent desired, and in fact effective and adequate career and academic counseling has been found wanting at some institutions.

Because it is recognized that counseling should be particularly strong in the community colleges where students are at a critical stage in terms of choices, it is essential that every community college develop a strong and comprehensive counseling service. For many students the counseling that accompanied their education made the difference between academic success and failure. The commitment to supportive services is a special mark of the community college – another manifestation of the philosophy of extending resources to meet students' needs, whether these needs are directly or peripherally related to the educational process.

The Educational Opportunity Fund, besides offering financial aid, also provides specific assistance in support services for low-income, educationally disadvantaged students. Each of the community colleges has an EOF

program designed for its own needs. The variety of supports offered – such as special counseling, cultural events, academic and career advisement, and assistance with personal problems – are based on the assumption that student problems often come in clusters. This comprehensive approach to learning difficulties has paid off in educational dividends.

Some 2,728 EOF students entered New Jersey community colleges in the fall of 1972, and 1,298 graduated in 1974. Although we do not have data on individual students and thus cannot assume that these gross figures necessarily represent the same persons, the figures do suggest that many high-risk students are responding to the opportunities given them by such a program. Evaluation of EOF students and their success is a critical area for continued attention in the next few years.

Conclusion

Systematic evaluation of the efficacy of each educational technique is somewhat spotty. The spectacular expansion in enrollment and the learning problems that have come to light have dictated a concentration on meeting immediate needs, not on developing formulas for future success.

The important point is that community colleges, as the new higher education structure in New Jersey, are able to experiment with current findings in educational research. This fact alone has had a great impact on the state's higher education system and its institutional effectiveness. The new colleges have new staffs, operate under new educational philosophies, and carry a new rhetoric. It is a major undertaking to expand upon conventional notions of a good college program and to deal with the concept of effectiveness in terms of current community and individual needs rather than past individual accomplishment.

Community colleges have recognized that community-based education means more than providing a classroom and a scholar. While some students find meaning in and thrive in such a setting, others need support and assistance with the personal concerns that hinder learning. Problems vary with individuals, of course, but community colleges are experimenting with appropriate mixtures of services for a variety of student problems.

PROVIDING FOR LOCAL AS WELL AS STATE AND NATIONAL NEEDS

Community colleges have considered themselves a resource of the county and have provided a variety of services for their communities, including:

1. *continuing education*
2. *noncredit offerings*
3. *cultural events*
4. *facilities for community use: libraries, athletic and recreation equipment, auditoriums, meeting rooms*
5. *community counseling*
6. *computer resources for county use*
7. *day care centers.*

Community Services

As their name implies, community colleges are designed to serve their communities, and one of the strong and distinguishing characteristics of these colleges is their responsiveness to local educational needs. Community services programs serve the public in more immediate ways than regular academic or occupational programming, and special offices are created to foster and oversee college-community relationships. The links between communities and county colleges in New Jersey have been fostered in a variety of ways:

1. The counties pay a significant portion of the cost of operating their colleges.
2. The trustees of each college must be residents of the county in which the college is located.
3. Occupational programs generally have advisory boards made up of local residents.
4. Advisory boards are also organized for special programs, such as the Educational Opportunity Fund.
5. The college and county share resources.

To date, programs and services are uneven across the state and among institutions. According to statewide institutional self-assessments, their efforts in these areas are not as extensive as they should be, even though community services have expanded dramatically in the last year (see page 34). State funding for community colleges now recognizes noncredit courses and activities as a legitimate and fundamental part of the colleges' responsibility, for instance, but such programs still have not attained equal status with transfer and career programs at some institutions.

Expanded community services in community colleges have developed particularly around two notions: (1) that increased accessibility to higher education requires some outreach programs and services for special groups in the community, and (2) that the resources of the county college should be used to improve the quality of life in the local communities. The following selective listing of community services sponsored by community colleges in 1973-74 suggests the scope of such activities.

SELECTED LIST OF COMMUNITY SERVICES OFFERED BY NEW JERSEY COMMUNITY COLLEGES IN 1973-74

Courses Offered

Adult Development and Aging
Advanced Water Techniques
Alcoholism: Understanding Community Problems
Boating
Business Communication
Claims Adjusting
Construction Institute
Continuing Education for Nurses
Creative Stitchery as an Art Form
Emergency Medical Technician Courses
Estate Planning
First Aid
Flame Photometry and Atomic Absorption Courses
Horse Care
House Buying
Investment Knowledge
Lipreading
Mental Health Training for Volunteers
National Health Insurance Plans
Natural Resources Inventory
Pupil Transportation Workshops
Quality Control
Space Science and the Planetarium
Spanish for Policemen
Understanding Computers
Understanding Today's Economy
Wrestling Clinic
Yoga
Youth Ballet

Services and Activities Provided

Adult Learning Center
Affiliate-Boy Scouts-Explorer
Career Workshop for Women
Children's Theatre
Choral Workshop
Civil Service Examination Preparation
Clubs for Senior Citizens
College Personnel Service on Councils and Committees (i.e., United Way, Committee on Aging, Model Cities, Affirmative Action, YMCA)
College Theatre Company
Community Counseling (health, career and employment)
Comprehensive Aquatics Program
Day Care
Dental Hygiene Clinic Open to Public
Extension Centers – regular and noncredit offerings
Extension Programs in County Jail and Corrections
Health Service Referral Services
High School Equivalency Programs
In-Service Training for Local and County Administrators
Landlords and Tenants Lecture Series
Management Workshops
New Careers Programs
Newsletter on College Activities and Opportunities
Nutrition Center
Nutrition for the Elderly Program
Pre-retirement Counseling
Programs for Foster Parents
Programs with Hospitals and Social Welfare Agencies
Sculpture in the Park
Senior Citizens Tuition Remission Program
Sponsor of Resident Art Groups
Teen Arts Festival
Veterans Center
Voter Registration Information Center
Young Concert Artist Series

Two factors have recently had an impact on the extent and nature of community services. The first is declining full-time enrollments in higher education, which has been accompanied by a greater demand on the part of the public for more narrowly focused types of college offerings. These courses and activities call for more institutional flexibility because of their short-term nature. It is a particularly opportune moment for community colleges, which tend to provide this flexibility, to extend community service activities.

The second factor is a state funding pattern which, while recognizing noncredit courses, still militates against some of the non-course-work activities. Community analysis, interagency planning, and counseling, for example, do not produce the student or credit hour figures required for state funding. Within a statewide system of higher education, a broad service role for community colleges should be supported and protected. The lack of full financial support acts as a deterrent to the development of a comprehensive program that would permit county colleges to respond to all types of educational needs, in and out of the classroom.

Self-Assessment of Community Services

A statewide self-assessment of community services was recently undertaken by the sixteen New Jersey community colleges. Eighteen community service functions were used as the basis for self-assessment. After stating whether a given function was considered of primary, secondary, or limited importance, the college indicated whether it judged itself to be performing that function at a superior, good, fair, or poor level. It was not implied that every community college should be performing each of the eighteen functions well or even at all. It was thought likely, however, that a significant number of functions would be considered important by each college and that a large portion of those functions should be performed well. Table 25 summarizes the results of the assessment. It shows the functions deemed to be performed well and those being performed

TABLE 25

SELF-ASSESSMENT OF COMMUNITY SERVICES FUNCTIONS BY NEW JERSEY COMMUNITY COLLEGES

	Number responding to question	Number that consider it important to mission	Assessment of majority: Function performed well	Assessment of majority: Function performed inadequately
COMMUNITY GUIDANCE	15	12		
EDUCATIONAL EXTENSION (extend regular course offerings)		17	X	
EDUCATIONAL EXPANSION (new types of courses and programs)	16	16		X
SOCIAL OUTREACH (work with special groups)		16		
CULTURAL DEVELOPMENT	16	14		X
LEISURE TIME	16	13		X
COMMUNITY ANALYSIS	16	13		X
INTER-AGENCY COOPERATION		16	X	
ADVISORY LIAISON (community advisers to the college)	17	15	X	
PUBLIC FORUM	15	11		X
CIVIC ACTION (problem solving with college county residents)	16	11		
STAFF CONSULTATION	16	12		
PUBLIC INFORMATION	17	15	X	
PROFESSIONAL DEVELOPMENT (in community affairs)	17	16	X	
PROGRAM MANAGEMENT	16	15	X	
CONFERENCE PLANNING	16	14	X	
FACILITY UTILIZATION	17	16	X	
PROGRAM EVALUATION	16	14		X

inadequately on a statewide basis. Functions which ten or more colleges gave a combined high-importance/high-performance rating were considered adequately performed. Functions being performed inadequately on a statewide basis were those which eight or more colleges considered important while rating performance fair or low. We feel it is encouraging that nearly one half of the community services functions listed are judged to be performed well.

Technical and Paraprofessional Manpower

Community colleges have contributed trained manpower at the technical level for local, state and national markets.

Industry

The Committee to Study Community Colleges and Technical Institutes, reporting on the need for community colleges in New Jersey, emphasized the importance of two-year colleges for the improvement of the labor pool for technical manpower for New Jersey industry. That study, in 1960, discussed the responses of five New Jersey firms to inquiries about their technical manpower needs. The responses indicated a need for in-state institutions to train technical personnel, and the consensus was that community colleges could do this best.

The personnel directors of five New Jersey companies that utilize technical-level personnel – Bell Telephone in Murray Hill, Kearfott Division of Singer (General Precision, Inc.) in Little Falls, RCA's Sarnoff Center in Princeton, Esso Research and Engineering Division in Linden, and Western Electric in Kearny – were contacted again in 1974 to ask for their general assessment of the impact of community colleges on their organizations' manpower supply. The general feeling was that lack of sufficient experience with community college graduates thus far precluded an accurate judgment. Three of the companies reported that community colleges have had a significant impact in meeting their needs, yet none had a significant percentage (an average of 1% or less) of community college graduates on their staffs. Though there appeared to be increased satisfaction with the general mathematical and communication skills, additional skills were felt to be needed in specialized areas and in laboratory work. These organizations had engaged community college graduates in chemical technology and secretarial science, and as electronics technicians, computer technicians, and accounting clerks.

It appears that there is a need for better communication between industry and community colleges. Two of these organizations felt a lack of such communication and indicated a desire for better relations with the placement personnel at the colleges so that the nature of the college

programs and the particular needs of industry could be better articulated. Unfortunately, these organizations have not recently been hiring as many people as in the past, thus limiting the job opportunities for some of the technically educated students. There is a growing optimism, however, that this trend will be reversed.

A current data collection and survey project on career program graduates will provide a more definitive analysis of the success of the community college programs. It should be noted that the companies under discussion still recruit greater numbers of technical-level personnel from community colleges and technical institutes in other states and from a pool of experienced technicians than from New Jersey community colleges.

Health Fields

In the area of health manpower, community colleges in New Jersey have made a significant difference. The demand for personnel in the health technologies is still tremendous, and the possibility of a national health insurance program may mean that even greater numbers of such people will be needed. Fifty-three new programs have been started in the health areas in New Jersey community colleges in the last eight years. Thirteen community colleges have started nursing programs and have provided the state with critically needed registered nurses. Hospital diploma nursing programs have been phasing out in greater numbers due to increasing fiscal restraints and the high cost of such endeavors to the hospitals. It is expected that the enrollment increases in both associate degree and baccalaureate degree nursing programs will, by 1980, overcome the nursing manpower gap.

Serious deficiencies in trained manpower are also now being overcome in the areas of dental hygiene, radiologic technology, respiratory therapy, medical laboratory technology, ophthalmic technology, and the rehabilitation therapy technologies. Community colleges have played a major role in developing programs to prepare the personnel called for in the New Jersey Master Plan for Health Professions Education.

Public Service Fields

Community colleges have also responded to the need for training programs for personnel in new career areas. While teacher aides, social agency assistants, and other paraprofessionals, particularly in public service occupations, are already employed in some areas of the state, the exact nature of the best training programs is still evolving with the jobs themselves. The community colleges with their innovative philosophies and structures and their use of adjunct faculties have been particularly responsive to such training needs, for experimentation is possible and adjustments are made more easily in new and expanding institutions. College staff members are willing to develop programs to meet the practical needs of employers and individual students. Community colleges have also found that maintaining a close contact with public agencies and public employers has been necessary and valuable.

Bringing Higher Education to the Community at Large

Community colleges have opened up higher education and made it accessible to the community on a continuing basis. They have activated the concept of higher education as a resource for the entire community by implementing a variety of programs designed for short-term educational needs.

Perhaps as significant as the movement toward part-time regular academic study is the response of the community college to the continuing education needs of the general public surrounding its campus. A variety of programs and services is provided for the community in general as well as for such particular target groups as the elderly, the bilingual, housewives and others. Noncredit offerings, high school equivalency programs, and cultural events bring large numbers of the general population to the campus. This important aspect of the community colleges' contribution to higher education must not be overlooked.

Educational Opportunity

No discussion of the way community colleges serve local, state and national needs would be complete without reference to their role in providing upward social mobility, especially for low-income groups. Because of the relationship between higher education and opportunity in general, pressures have been put on educational institutions to provide means of social mobility. While it is a continuing concern that community colleges may be relegated to a lower status in the higher education complex than their sister institutions, there is no doubt that many individuals find these colleges a channel to new opportunities. The community colleges nationwide have played a major role in bringing substance to the promise of equal educational opportunity.

Chapter 5
How Much Did All of This Cost?

The rapid development of the community colleges can in large part be attributed to the effectiveness of the cost-sharing arrangements involving state and county funds and student tuition. Inflation, together with the state ceiling on FTE student support, has put growing financial burdens on the county and could threaten the more costly occupational and developmental programs that are at the very heart of the community college mission.

PRIMARY EXPENSES

Facilities

One of the remarkable aspects of the growth of community colleges in this state is the speed with which new campuses have developed. Impressive in their contemporary design, functional, and often innovative in order to accommodate new learning methodologies and technologies, these campuses reflect a new and democratic approach to higher education. There is little resemblance to the ivy-covered colleges of yesteryear.

It is indicative of New Jersey's commitment to its county colleges that every campus has already built or is now building permanent facilities to meet its actual needs. Although lack of space limited the enrollment at several of these institutions in their first years, the rapid construction of permanent facilities prevented the limits from being as marked as in other states. Indeed, many of the new types of career programs are already available only because specialized laboratory facilities were completed so quickly.

Table 26 illustrates the capital funding sources and the spaces built for community college facilities. The table shows the funds committed for construction projections currently under way as well as those in the planning stages.

Faculty Salaries

The average salary increase statewide has gone up 10% in the last year, from a weighted mean of $12,457 to $13,803, mainly because of raises negotiated with union groups.

All but two community college faculties and/or staffs are organized for purposes of labor negotiations (NJEA and AFT), and the faculties have increased pressure for higher salaries.

The community colleges each negotiate with separate units, which results in irregular and "uneven" jumps in the increase in wages and benefits at the different colleges.

SOURCES OF FUNDS

Operating Funds

Funding for the community colleges is mandated by formula under N.J.S.A. 18A:64A-22. The educational and general expenditures for operating come primarily from the state, the county, and students. Operating support from the state is provided at the rate of one half the cost per student figured on a full-time-equivalent (FTE) basis, to a maximum of $600 per student.

By Board of Higher Education regulation, in-county full-time student tuition is limited to a maximum of $400 per year; the individual community college boards of trustees have the statutory right to fix the tuition at any specific level up to that maximum.

With the state share and tuition thus fixed in dollar amount by law, the county amount is the only variable one. The rising cost per FTE student is pushing the county share above the original intent of 25% of the funding. In fiscal year 1973-74, the average state share of support was 40.5%, the average county share was 27.7%, and the average student share was 26.2% (federal sources provided 5.6%). Over the years the cost per FTE has risen steadily:

Fiscal Year	*Cost Per FTE Student Weighted Mean*	*Range*
1967	$1,059	$ 899-1,259
1968	1,126	968-1,237
1969	1,172	928-3,242
1970	1,249	1,132-2,154
1971	1,321	1,016-1,847
1972	1,376	927-2,376
1973	1,524	1,144-2,096
1974*	1,601	1,242-1,934
1975*	1,722 *(Median)*	1,569-2,000

**Projected.*

The state's share from current appropriations over the years has looked like this:

STATE APPROPRIATIONS

Fiscal Year	*Number of Students*	*Operating Support In Dollars*	*Percentage of Total Operating Costs*	*Capital Projects*
1965	–	$ 0		$ 73,471
1966	–	0		1,156,510
1967	2,418	1,181,049	46.1	4,855,710
1968	7,182	3,922,002	48.5	5,890,108
1969	16,217	9,292,731	58.9	7,083,881
1970	27,673	15,552,669	45.0	6,722,403
1971	34,610	20,039,607	43.8	0
1972	41,288	24,973,587	43.9	866,058
1973	45,986	28,747,243	41.3	749,282
1974*	50,857	31,006,408	38.1	1,539,000
1975*	51,969	30,145,000	33.4	1,559,000

**Projected.*

Because the operating support is based on projected enrollments which may ultimately differ from actual enrollments, an adjustment is subsequently made to bring state payments in line with the audited FTE number of students.

Capital Appropriations

There have been two state bond issues for construction projects as follows:

Bond Issue	*Amount*	*Disposition*
1968	$47,000,000	All funds expended.
1971	$34,000,000	Broken down as indicated below:
	$23,855,879	Complete or under construction.
	$ 744,121	Savings on completed projects
	$ 9,400,000	Tentatively allocated but not formally funded.

TABLE 26

CAPITAL CONSTRUCTION

	Existing Net Square Feet (NSF)	*Projected Enrollment, 1975*	*Net Square Feet per Full-Time Student*	*Increased NSF Through Current Projects*	*STATE MONIES*	
					Money Used from 1968 Bond Authorization	*Money Used from 1971 Bond Authorization*
Atlantic	91,222	1,732	53	–	$ 305,388	$ –
Bergen	321,452	4,436	73	–	10,176,339	–
Brookdale	302,920	3,978	76	170,365*	7,624,120	1,498,119
Burlington	190,920	1,948	98	–	3,803,480	–
Camden	200,735	2,875	70	51,774*	4,123,318	1,394,874
Cumberland	82,191	921	89	–	239,253	–
Essex	140,128	4,796	29	320,718*	1,219,414	10,100,000
Gloucester	116,959	1,637	71	–	1,766,979	146,536
Mercer	300,227	3,113	96	20,480	8,540,637	600,000
Middlesex	292,225	3,686	79	31,580	3,326,950	1,300,000
Morris	193,286	2,900	88	96,857	2,425,550	3,300,000
Ocean	137,685	2,190	63	41,538	1,525,407	1,800,000
Passaic	27,600	1,389	20	–	200,000	–
Salem	18,345	463	40	–	–	–
Somerset	118,968	1,118	106	85,329	1,717,501	3,716,350
Union	98,345	3,032	49	–	–	–
UCTI	50,750	–	–	45,265	–	–
TOTAL	2,683,958	40,213	67†	863,906	$46,994,336	$23,855,879

**As of June 1974.* †*Average.*

Another source of funds for capital construction is detailed in N.J.S.A. 18A:64A-22 (Chapter 12, Laws of 1971). Bond issues may be floated by a county for a total project and, at the time of redemption, the state will pick up its share of principal and interest. Of $40,000,000 in state money allowable under this arrangement, $16,930,520 has been committed. All projects are reviewed and approved by the Chancellor and the Board of Higher Education. Justification of enrollment projections and the need for proposed facilities have been key issues to be resolved before approval has been granted.

As of June, 1973, the aggregate investment in community colleges in physical facilities was:

Land:	$ 17,205,000
Buildings:	149,889,000
Equipment:	27,493,000
Total:	$194,587,000

SUMMARY

Whereas the state's percentage of operating costs has slowly diminished because of the ceiling of $600 per student, its commitment of 50% of capital expenditures has generally been maintained. The sums of committed dollars from the three state bonds come to $87,708,930, or 49.6% of the total investment in physical plants.

Money Used According to Provisions of Chapter 12 P.L. 1971	*Taken from Current Appropriations*	*State Total Spent*	*County Total Spent*	*Federal Total Spent*
$ –	$ 1,659,545	$ 1,964,933	$ 1,964,933	$ 1,143,991
886,000	3,376,235	14,438,574	15,924,064	1,797,537
5,911,500	1,042,732	16,076,471	16,076,471	–
–	788,526	4,592,006	4,592,006	–
–	1,544,274	7,062,466	7,062,466	–
–	1,135,659	1,374,912	1,431,978	1,018,616
3,287,500	1,100,507	15,707,421	15,707,421	3,441,948
–	954,904	2,868,419	2,868,419	–
–	1,441,225	10,581,862	11,247,862	2,879,525
1,424,270	2,331,260	8,382,480	8,444,974	1,911,979
–	5,045,871	10,771,421	10,771,421	–
–	1,768,167	5,093,574	5,111,365	1,278,089
–	–	200,000	200,000	–
–	–	–	–	–
3,975,500	602,499	10,011,850	10,011,850	–
–	–	–	–	1,131,717
1,851,250	–	1,851,250	1,851,250	–
$17,336,020	$22,791,404	$110,977,639	$113,266,480	$14,603,402

Chapter 6
Current Issues and Planning for the Future

Success in statewide development toward increased effectiveness and enhanced community college opportunities will, in large measure, depend on the resolution of several current issues: coordination with other postsecondary institutions in the state, stabilization of the financing of community colleges according to the original intent of the county college legislation, and the development of adequate planning and evaluation mechanisms for the state's county college system.

NEW JERSEY COMMUNITY COLLEGES AND AREA VOCATIONAL-TECHNICAL SCHOOLS AND INSTITUTES

When New Jersey county colleges were promoted by state legislation in 1962, one of the explicit purposes laid down for them was to provide technical-level course work on the postsecondary, or college, level. Postsecondary vocational-technical education was, of course, already offered by area vocational-technical schools (AVTSs) in many counties, but these institutions are oriented toward secondary school courses, and are not authorized to grant degrees. Community colleges require that students take general education courses in addition to the specialized technical courses in order to be awarded the associate degree. However, in the area of a specialization the definition of "college-level" has never been sufficiently refined to make a clear distinction between the types of work done at the vocational-technical schools and the colleges. (The problem of definition, in fact, plagues the educational community nationwide.) This has produced a conflict between the two types of institutions, particularly with reference to the distribution of federal funds.

When New Jersey's Department of Higher Education was established in 1967, the "identity" of occupational-vocational education was further complicated by the fact that area vocational-technical institutes were placed under the Vocational Division of the Department of Education while the county colleges were placed under the jurisdiction of the Department of Higher Education. This arrangement has proven to be not only difficult but debilitating. The issues involve a potential duplication of facilities and programs, and the questions of who should provide postsecondary occupational education, who shall offer the associate degree, and who shall provide the general direction that occupational education at the postsecondary level is to take in this state.

At the state level, given the present arrangements, there is no authority to mandate cooperation, nor a single voice to direct coordination of effort. With the current degree of divided responsibility, joint committees of the Board of Education and of the Board of Higher Education have been unable to resolve the numerous issues which ultimately involve fundamental questions of authority and philosophy.

Furthermore, the Federal Vocational Education Act funds — administered and allocated by the Division of Vocational Education in the Department of Education — cover a number of postsecondary programs that are in the community colleges. While funding naturally carries some authority in the development of programs, the Department of Higher Education must approve all county college programs in the context of the needs of higher education in the state. The potential collision of priorities and the possibilities of inequity in funding are clear here. Furthermore, with no direction for development between the AVTSs and the county colleges, duplication that we cannot afford has taken place and continues to take place in some counties.

County colleges have sustained greater enrollments in the occupational areas, in spite of the fact that they charge tuition and the AVTSs do not. This relative attractiveness is no doubt due to the degree attached to the college programs. Table 27 indicates relative enrollments at community colleges and AVTSs in major program categories.

An obvious solution is to have all postsecondary-level

technical education concentrated in the community colleges. Secondary-level education would then be handled by the technical schools. Several counties have already come to this conclusion, have made the necessary program distinctions, and are operating on this basis. In Monmouth, Brookdale Community College will provide all post-secondary work. In Union County, the Union County Technical Institute has maintained its specialized identity while operating as a county college with Union College under a coordinating agency. Arrangements will naturally differ according to county circumstances, but the general concept seems to provide the only satisfactory resolution of the current increasingly time-consuming and unnecessarily competitive arrangement.

The AVTSs have been an anomaly since the establishment of the Department of Higher Education in 1967. They are the only postsecondary public educational institutions not brought into statewide planning for post-secondary education. Technical programs are particularly costly, and with current financial restraints, it is vital that duplication be avoided and program development come from a single source. Perhaps legislation will be needed to redress once and for all this difficult situation.

FINANCING COMMUNITY COLLEGES

The legislation which committed New Jersey to open-ended support of up to $200 per FTE student and then raised the amount to $600 per full-time-equivalent student was a major step for the state and has served it well. Never before have so many students been reached. Opportunity has been extended to most residents who currently want to continue their education beyond secondary school. The state-county-student sharing of costs has allowed tuitions to remain low.

We are coming to a time of cost escalation, however, which, together with the state-fixed support per FTE student, has placed a burden on counties which they cannot and should not bear. It has been shown previously what has happened to the original concept of equal cost-sharing because of cost increases. Cost of living increases alone have put heavy burdens on county college budgets. But we are also reaching a time where career education and compensatory education are in greater demand and they are the more costly programs.

The National Center for Higher Educational Management Systems (NCHEMS) recently proposed a basic method for determining the actual costs of various programs offered at a college. New Jersey is now in the process of altering the NCHEMS method to meet its own needs, adapting indirect costing techniques to particular New Jersey programs. The first indications are that some of the technical and health technology programs cost almost twice as much to run as regular liberal arts programs designed for transfer purposes. Not only is equipment required for such programs, but faculty-student ratios must be smaller in order to carry on laboratory and clinical work.

Present fiscal restraints are naturally hitting these costly programs, the very lifeblood of the county colleges. Currently, the greatest student demand is for the health and technology programs, but they cannot be expanded because of their high cost. Some colleges have been forced to reduce the number of sections in their technical and health programs because of the high cost. We are confronted with a situation which may force our institutions back into a liberal arts mold when this is in direct contrast to part of the stated mission for county colleges.

It is vitally important for the state to reaffirm its commitment to county colleges and to increase current arrangements for funding if these institutions are to be sustained at their high level of achievement. In the short term it is important that the ceiling on the FTE student support be raised above $600 and that capital costs be more equitably distributed among counties, particularly for programs that are serving regional needs. We must all address ourselves, however, to the more fundamental issue of how to insure that in the long run the financial burdens will fall on the groups involved according to their relative abilities to absorb them. We believe the best proportion is represented in a formula in which the state contributes 50% and 50% is from local sources.

TABLE 27

COMPARISON OF POST-SECONDARY VOCATIONAL PROGRAM ENROLLMENTS IN NEW JERSEY COMMUNITY COLLEGES AND AREA VOCATIONAL-TECHNICAL SCHOOLS – FALL 1973

Field	*In Community Colleges*	*In Area Vocational-Technical Schools*	*Total**
Distributive Education and Office Education/ Business and Marketing	10,575	3,213	13,788
Health	5,614	1,899	7,513
Engineering Technologies	3,429	5,525	8,954
TOTAL	19,618	10,637	30,255

**This figure is reported from the Vocational Education Division, Department of Education. It includes community colleges. AVT enrollments were obtained by subtracting community college enrollments from post-secondary total.*

Source: Federal form "Enrollments in Vocational Education Program," January 1974.

PLANNING AND EVALUATING A STATE SYSTEM OF COUNTY COLLEGES

As we face a time of less dramatic growth and development, and of reduced public ability to fund our colleges, it is more important than ever to define what is being done by county colleges that is different from other types of institutions. We must identify social needs, review our resources and our mission to meet particular needs, and then plan accordingly. In this situation, evaluation of our efforts to meet the stated needs is also critical; it must be intensive and continuing. We require planning and evaluation as never before.

While competition is generally considered desirable, there is a limit to its applicability in the public sector, particularly in education where large investments may be wasted if several institutions provide space for the same students. Because four-year colleges are more widely known and traditionally have had more prestige, there is little doubt that community colleges will be the loser if open competition is to become the rule. This would very likely result in the elimination, or at least diminution, of the important and unique functions performed by the community colleges.

The community colleges should have a mission that is different from four-year institutions and the integrity of each type ought to be recognized within the state system of higher education. The Department of Higher Education has brought a degree of focus on the "role and mission" of the various sectors of colleges in this state. But, while such educational planning nationwide has come a long way in the last ten years, the language indicating the role and the characteristics of each kind of college is far too general for a system in which colleges with supposedly different roles are beginning to look very much alike. We need further distinctions; we need to know not what community colleges should be, but what they should be accomplishing. The distinct missions of county colleges and state colleges must be formulated and clearly defined. This is not the same as describing characteristics and roles. Statements on the characteristics of student bodies and the types of programs offered often contain implicit assumptions, but they do not give us an idea of where county colleges are headed as distinguished from other types of colleges. Until we develop clear concepts of the mission of the different units of higher education in New Jersey, evaluation is going to be difficult. We may be able to tell what has happened but we won't be able to use the past for direction in the future.

At the present time, evaluation is taking place at the local and state levels, which leaves both segments dissatisfied. While the two major statewide projects discussed previously are under way (one on transfer students' success rates, and one to measure the success of career program graduates in obtaining jobs as well as their effectiveness on the job), the results of these studies will be useful only to the extent that they can be measured against stated goals. It is neither helpful nor just to expect accountability for undefined goals or ex post facto pronouncements of expectations. While it is normal for citizens, society at large, and trustees of an institution to change their expectations and goals for county colleges as warranted by the times, it is important to operate on the basis of real expectations and desires. It is particularly important today when effectiveness and efficiency are no longer unquestioned. Evidence of the extent of effectiveness and efficiency of the colleges should be available to the public upon demand. Educators, in turn, have the right to know the implicit expectations of the community so that the colleges may be in a better position to meet community needs. Needless to say, this does not imply that educators should abdicate their leadership roles, but rather that they should continue to evaluate their work in realistic terms so that all dissatisfactions on the part of the public can be minimized.

Chapter 7
Conclusion

The next decade demands that we shift our attention from growth to consolidation, from numbers to substance of programs, from rhetoric to realization, and from initiation to nurture of programs. We must insure even greater accessibility and promote the programs that will meet recognized needs despite the costs involved.

New Jersey community colleges have advanced significantly and rapidly toward fulfilling their purposes as conceived by those who supported their enabling legislation in 1962. They have widened access to higher education for all college-age youth from moderate- and high-income families who have a tradition of college attendance. They have certainly opened college access to those traditionally referred to as "low achievers," and to low-income, minority, and older students. They have also created the option of remaining at home while attending college. They have provided diversity under one roof at a lower cost than in other institutions, and have presented alternative possibilities for learning for those who do not thrive in the traditional classroom. They have reached out to county residents with a variety of "community service" programs, and have become educational resources for their counties.

Because the concept of the county colleges quickly escalated from the idea that they would offer both a technical-institute type of education and transfer programs to a demand that they provide new programs to prepare new groups of paraprofessionals for new levels of jobs and programs to create new purposes for the liberal arts, it is understandable that success is not total. While these colleges do have the potential for meeting the needs of groups who were never "reached" by traditional higher education in the past, it is too soon for them to have realized all of that potential.

In the next decade, community colleges must continue to concentrate on meeting the learning difficulties of disadvantaged students at the postsecondary level, on motivating students on a day-to-day basis, on making learning vital and meaningful to everyday living, and on providing learning environments that are useful for students with varying ethnic backgrounds and lifestyles.

New forms, new philosophies, and new campuses alone are not going to meet the challenge of a more democratic higher education. Current programs and approaches have to be refined and strengthened. These colleges have taken us a long way. What is most important is their willingness to experiment, to modify instructional techniques, to develop new programs – in short, to do whatever is necessary for the individuals they serve to fulfill their potential.

Appendices

(See page 13.)

CHART 1

ENROLLMENT GROWTH IN NEW JERSEY COMMUNITY COLLEGES (FULL TIME AND PART TIME)

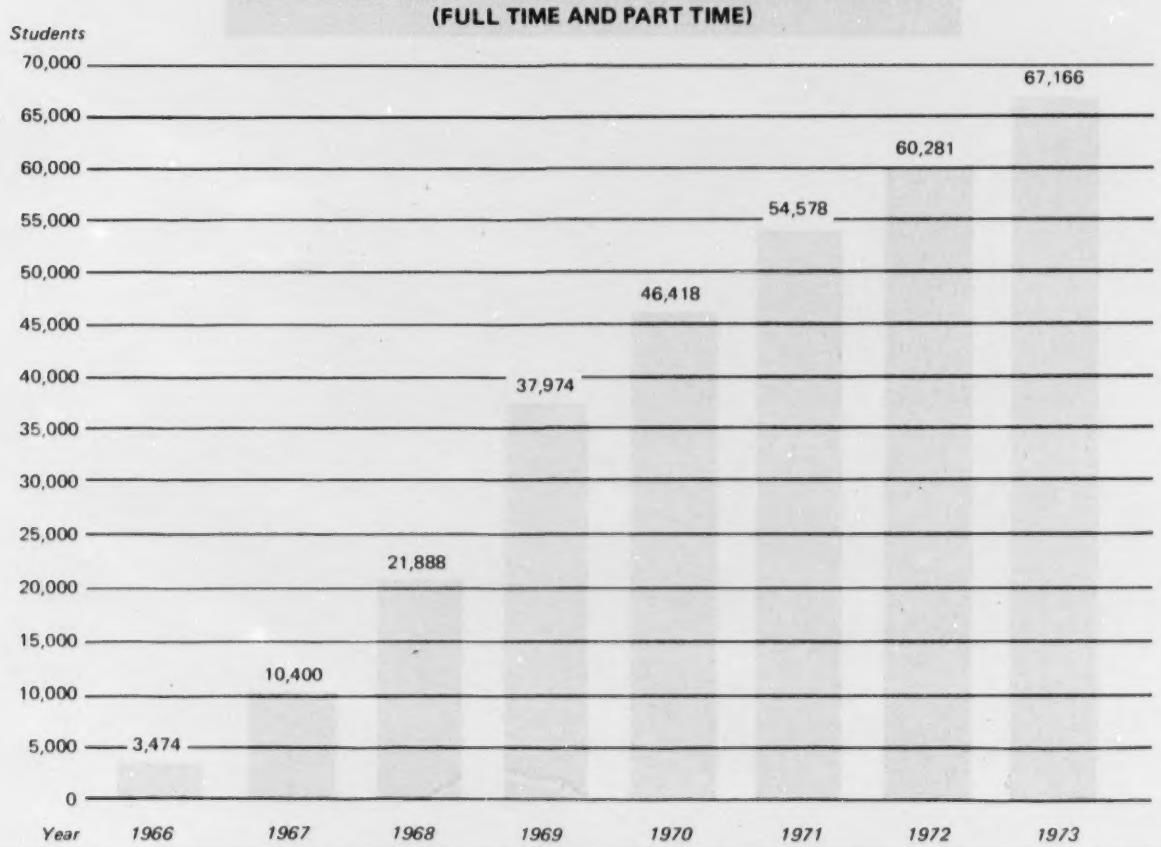
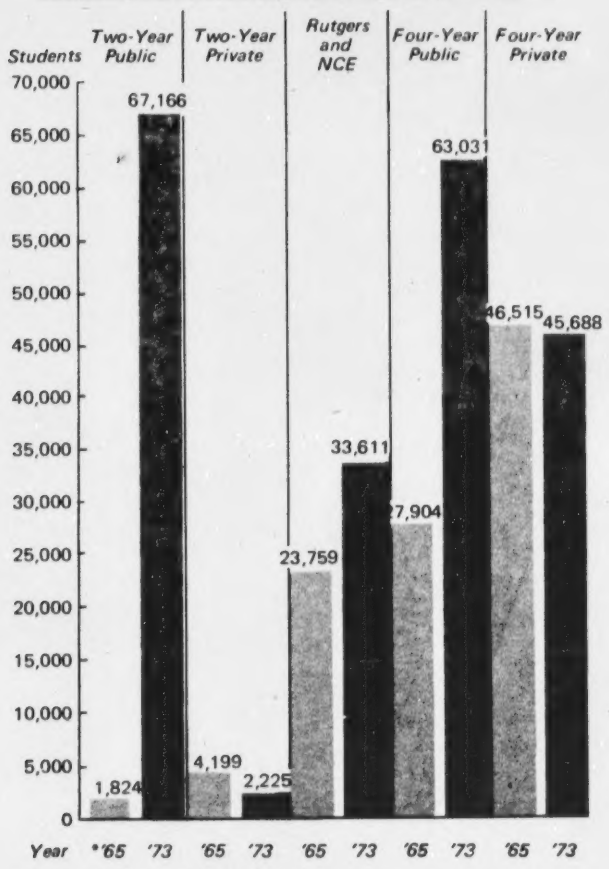


CHART 2

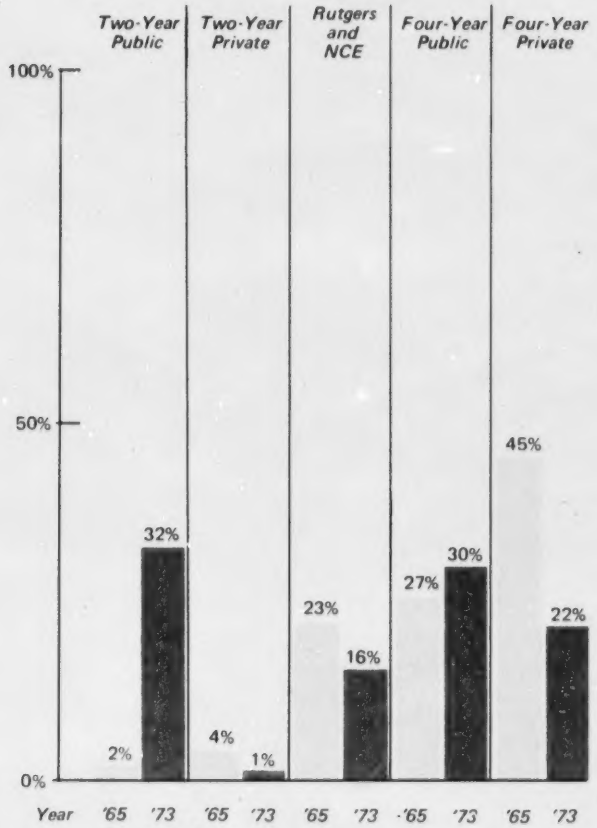
ENROLLMENT GROWTH BY SECTOR NEW JERSEY HIGHER EDUCATION, 1965-1973



*Trenton Junior College.

CHART 3

PERCENTAGE SHARES OF NEW JERSEY ENROLLMENTS BY SECTOR, 1965-1973



Note: Percentages are rounded.

New Jersey's Community College System

This report was prepared by William Apetz, Sidney Silverman, and Anthony Zuccarello, with the assistance of Sally Davenport, Assistant Director of the Office of Community College Programs.

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